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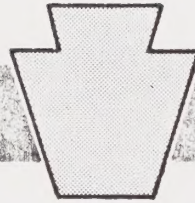
GENERAL PLAN



INSTITUTE OF MANAGEMENT  
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UNIVERSITY OF CALIFORNIA





# THE GENERAL PLAN

CITY OF NORWALK, CALIFORNIA

ELEMENTS ADOPTED BY CITY COUNCIL  
RESOLUTION NO 686, 2-27-61

- LAND USE
- STREETS AND HIGHWAYS (CIRCULATION)
- SCHOOLS
- PARKS AND RECREATION (OPEN SPACE-RECREATION)
- PUBLIC BUILDINGS
- AESTHETICS

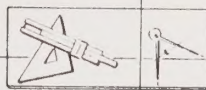
Major Revision 5-29-77  
by Reso. No 2583

8701104









Honorable Mayor and City Council  
City Hall  
Norwalk, California

Gentlemen:

The General Plan Report for the City of Norwalk is herewith presented.

This report is submitted in accordance with, and brings to a conclusion, the services as set forth in the agreement of August 1, 1958, between the City of Norwalk and Voorheis-Trindle Co.

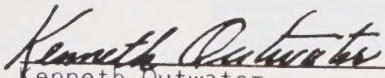
For the period of approximately two and one-half years, the research and study required to secure a foundation for the preparation of the Master Plan has been underway. Throughout this period, the Planning Commission and City staff members were full partners in the work undertaken.

Without the full cooperation given by the City and the people of Norwalk, the material herein presented would have been most difficult to obtain.

It has been our great pleasure to have been associated with such a forward looking community and it has been our further pleasure to serve as your planning consultants.

Respectfully submitted,

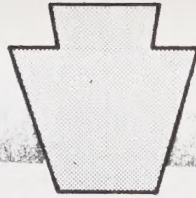
VOORHEIS-TRINDLE CO.

  
Kenneth Outwater









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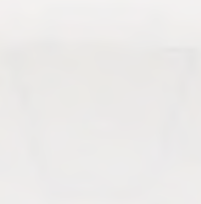
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# DECLASSIFICATION



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DATE: 10/15/2010  
BY: [illegible]

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*City of Norwalk*

LOS ANGELES COUNTY - CALIFORNIA - INCORPORATED 1957  
CITY HALL, 12152 E. WALNUT STREET  
PHONE UNIVERSITY 8-3254

TO THE PEOPLE OF THE CITY OF NORWALK:

The report which follows is the summation of two and one-half year's work by the Norwalk Planning Commission, Planning Consultants, and staff of the City of Norwalk.

By title, it is the General Plan for the City of Norwalk. By impact on the future development of the City of Norwalk, it is its "Master Plan". And it is a guide which in general terms will act as a directional guide-post for the future orderly growth of our community.

We have considered the goals and standards for making our community an outstanding place in which to live, work, and shop. Finally, we prepared, through a series of maps, a general picture of the way these goals and standards may be applied to the development of Norwalk. It projects twenty years into the future, showing both the uses of land and the facilities necessary to serve our exploding population.

Although required by law, Norwalk's General Plan is in essence a planning "guide" rather than an inflexible path that must be followed without deviation. This Plan will be reviewed each year so as to incorporate necessary changes as they may occur.

This then, is the way we see Norwalk and its future development as of now. It is Council's hope that you will carefully study this report so that in the years to come we may have the value of your discussion, review, concern, and wisdom in helping to mold the future destiny of our community.

Sincerely,

*John Zimmerman Jr.*

John Zimmerman, Jr.  
Mayor

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#### NORWALK CITY COUNCIL

JOHN ZIMMERMAN, JR.,

MAYOR

CLARENCE HIBMA,

MAYOR PRO-TEMPORE

DEMETRIO A. APODACA

LEONARD A. DELK

MACUEN FREEMAN

E. FREDRICK BIEN,

CITY ADMINISTRATOR

#### NORWALK PLANNING COMMISSION

ARTHUR GERDES,

CHAIRMAN

ROBERT PENTER,

VICE CHAIRMAN

REGINALD M. BENTON

W. H. GLASGOW

DONALD H. SMITH

NEAL IRVING,

DIRECTOR OF PLANNING

ROBERT L. HUNTER,

ASSOCIATE PLANNER

RALPH J. GEFFEN,

CITY ATTORNEY

STANLEY F. BARA,

DIRECTOR OF FINANCE

RICHARD KAHANAK,

DIRECTOR OF PUBLIC RELATIONS

FREDERICK A. ROOS,

DIRECTOR OF PUBLIC WORKS



*[Faint, illegible handwritten text]*

IN THE COURT OF THE CITY OF NEW YORK

The People of the City of New York, by and through the undersigned, the Corporation Counsel, do hereby certify that the following is a true and correct copy of the original as the same appears in the files of the Corporation Counsel:

IN WITNESS WHEREOF, the Corporation Counsel has hereunto set his hand and the seal of the Corporation Counsel at the City of New York, this 1st day of January, 1901.

Attest: *[Signature]*  
Corporation Counsel

Witness my hand and the seal of the Corporation Counsel at the City of New York, this 1st day of January, 1901.

IN WITNESS WHEREOF, the Corporation Counsel has hereunto set his hand and the seal of the Corporation Counsel at the City of New York, this 1st day of January, 1901.

*[Signature]*

*[Faint, illegible handwritten text]*

**NEW YORK CITY COMMISSION**

1. Name of the Commission	2. Name of the Commission
3. Name of the Commission	4. Name of the Commission
5. Name of the Commission	6. Name of the Commission
7. Name of the Commission	8. Name of the Commission
9. Name of the Commission	10. Name of the Commission

**NEW YORK PLAYERS' COMMISSION**

1. Name of the Commission	2. Name of the Commission
3. Name of the Commission	4. Name of the Commission
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# INTRODUCTION

## NORWALK GENERAL PLAN

THIS REPORT PRESENTS THE GENERAL PLAN FOR THE CITY OF NORWALK. THE COMPREHENSIVE GENERAL PLAN ITSELF IS THE MAP WHICH IS ON THE LAST PAGE OF THE REPORT. THE REST OF THE REPORT TELLS THE STORY BEHIND THE PLAN.

The process of developing the General Plan can be divided into three major time elements — the PAST, the PRESENT, and the FUTURE.

**PAST:** The past is involved with the research and study necessary to determine the forces that contributed toward the origin, location and subsequent development of the community. It is essential to understand the history, growth pattern, and recent trends of the community in order to discover the reason for its existence. The combination of forces or attractions that was mainly responsible for the origin of the city is not always the one that accounts for its subsequent, and in many cases its greatest development. Cities are forever changing in response to human needs, and an understanding of the changes and of these needs is essential in the planning process.

**PRESENT:** The second major time element involved in the preparation of a General Plan is concerned with the present. This operation involves itself with current conditions. Facts about the people, the land, and the economy of the community must be compiled. There must be a clear understanding of the age composition, employment status, population stability and educational status of the inhabitants of the community. Physical conditions, topography, natural resources, existing use of land, streets, highways, stores, residences, factories, open spaces, schools, the industrial economy, tax-base, places of employment, income, purchasing power, and shopping habits must be analyzed. The findings must be properly studied to understand the current condition of the community. Problem areas must be carefully diagnosed so that the proper corrective programs can be put into effect.

**FUTURE:** The third major time element is concerned with the future, which is the principal purpose of the General Plan. The needs of the community must be projected into the future. The proper determination of future needs is based upon past trends, proper analysis of existing conditions, and the goals and objectives of the community. The modern city has a complex make-up and an infinite variety of functions, all of which are interrelated. These relationships are also tied to neighboring communities and to the region. A change in any one part of this complex structure has an effect on the community as a whole. The experiences of many communities have proven that uncontrolled or unguided change and growth in this complex structure have resulted in chaos.

The General Plan will serve to organize and coordinate these complex relationships for the greater safety, health, welfare and convenience of the people and the efficiency of the community by providing a direction for growth and change.







- DEFINITION OF GENERAL PLAN
- NEED FOR GENERAL PLAN
- APPLICATION OF GENERAL PLAN

**DEFINITION** — A long-range, comprehensive general plan is a guide for the orderly development of the city; it is a policy statement which, in general terms, acts as a directional guidepost for future development; it expresses the community goals and objectives — that is, what the community desires in the future, and it establishes policies for approaching these goals.

The State Conservation, Planning and Zoning Act (Section 65460) directs each Planning Commission to prepare a plan which shall be:

**"COMPREHENSIVE"** It is comprehensive in nature because it deals with all factors of community growth. Planning in isolated terms has proven to be ineffective. Isolated planning for schools, streets, or other public facilities, each standing on its own feet, has resulted in pitfalls. The reason for this is that there is a relationship between each of these elements. A new street opening, a new school or new public facility has an effect on not only its immediate area, but the entire community. A comprehensive plan eliminates the mistakes which are the result of isolated efforts by providing, relating and balancing all types of land use and public and private facilities within the city and its environs.

**"LONG-RANGE"** It is long-range because it projects the community needs and thinking, as far as practical, into the future. It sets down at one time the best thinking of the citizenry as to the over-all desires of the community.

**"GENERAL"** Because the plan is comprehensive and long-range, it must be general, showing only the approximate size and location of elements. The plan cannot be considered precise, final and inflexible because changing conditions and developments of the future will necessitate modifications and adjustments in the plan from time to time.

The General Plan as presented is neither perfect, complete nor final, and no plan which is long-range, comprehensive and general should be so considered. New conditions, new technological advances and new developments will require modification and adjustment. The Plan must be reviewed periodically, revised where necessary and yet remain basically intact.







**NEED:** We need only to look at many of our communities to see the results of uncontrolled, unplanned and uncoordinated growth and development. The prevailing conditions of traffic congestion, inadequate parking facilities, overcrowded schools, inadequate street improvements, mixed land uses, overcrowded use of land, and the lack of basic services such as sewers, storm drains and water systems are all too commonplace. There has been a failure to foresee the implications of expansion and growth. In short, this is the result of lack of planning.

The General Plan has a two-fold purpose, (1) to prescribe solutions to the city's present problems and (2) to guide its future growth along the most desirable lines.

"City or urban planning, in its simplest terms, can be defined as intelligent forethought applied to the development of a community. A plan for a town, city or metropolitan area is an outline which attempts to set down in words, maps, and charts a guide for public officials and private citizens in developing and using land. This plan is commonly known as the comprehensive, general, or master plan for the community.

"No business concern today can continue long in business without applying forethought to the efficient development of its physical plant, its financial capacity to improve its operations, and its responsibilities to the public in the form of goods and services. There is no basic difference between the concept of planning for private business and planning for a community." \*

**APPLICATION:** The General Plan will provide a framework for the solution of immediate problems. It will make it possible for the City to relate its day to day problems to this framework and make its decisions based upon this plan of action, so that decisions are logically related to each other. Short-range, unrelated and arbitrary decisions are dispensed with. It will also provide the community with legal methods of working toward the stated aims and objectives such as logical zoning and subdivision control, capital improvement programming, urban renewal and redevelopment.

The General Plan also provides the community with the means to control its growth and progress in a businesslike manner.

**A GENERAL PLAN** is a statement of policy prepared to guide future physical development. It is not a set of mandatory, hard and fast rules and regulations.

**A GENERAL PLAN** is flexible and should be changed in the light of new conditions and new developments. It is not a rigidly imposed straightjacket.

**A GENERAL PLAN** is a program concerned with constructive thinking about the future of the community.

## A MASTER PLAN IS

● C O M P R E H E N S I V E  
● L O N G R A N G E  
● G E N E R A L

\* "City Planning and Urban Development" — United States Chamber of Commerce — 1952.









## AREA OF STUDY

### HISTORY

The San Gabriel Valley, along with most of California was first explored and settled by the Spanish in the eighteenth century, and, as was most typical of California, the first division of land was in the form of land grants. History reveals that in 1784 the governor of Alta California gave title to 145,000 acres of the San Gabriel Valley to Manuel Nieto. This was known as the Rancho Los Coyotes. History also reveals that upon the death of Manuel Nieto there was a division of the original grant. In 1855 the United States Government patented the divisions of the original grant. Later Albert Robinson became a trustee for Rancho Los Coyotes; this was in 1868.

It was in the same year that Gilbert Sproul came to the San Gabriel Valley and bought 457 acres of the Rancho Los Coyotes from Albert Robinson for \$11.00 an acre. Two years later Gilbert Sproul was joined by his brother Atwood Sproul, who came from Oregon.

The Sprouls chose a homesite that was shaded by a large sycamore with a trunk twelve feet through. This was near the present Sproul home at 12187 Sproul Street, Norwalk. The Sprouls first named their new community Corvallis, named for the Oregon town from which they came. But postal authorities found the two names confusing and the name of Norwalk was submitted, again reflecting the name of a distant town of Norwalk, Connecticut, from where some of the first town settlers had come.

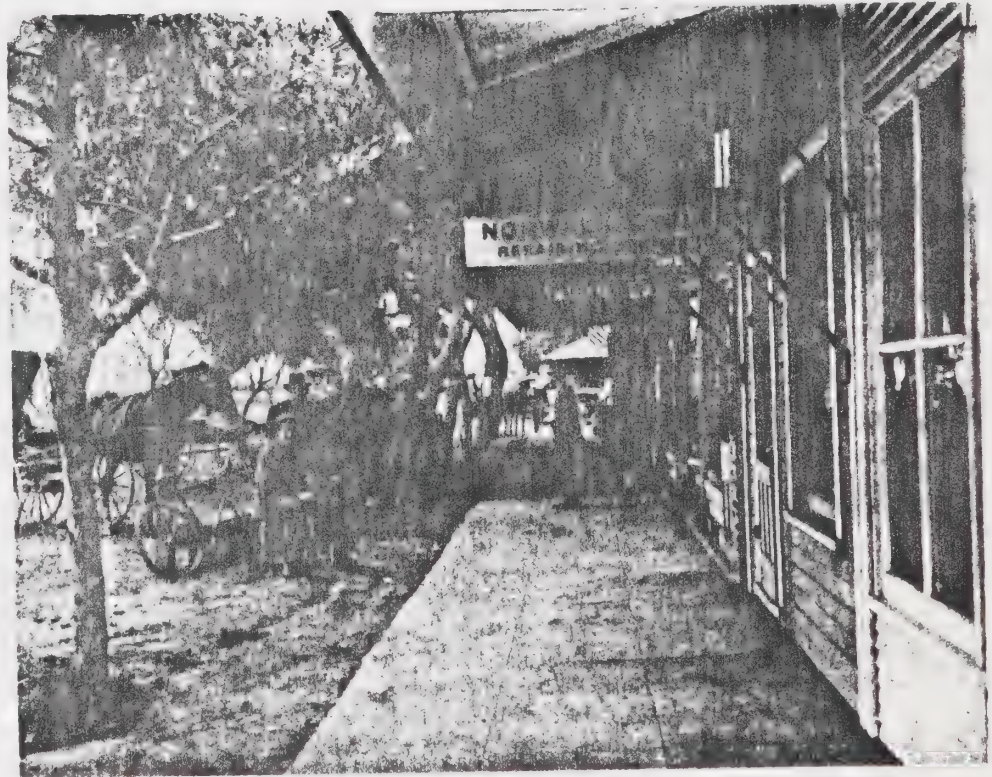


PHOTO — EARLY STREET SCENE







In 1882 the first real industry was started in Norwalk. Mr. Tom Lombard, with his eastern experience as a cheese maker, established a cheese factory located at Front and Funston Streets. This factory was mainly responsible for the development of the dairy business in the area. The impact of the dairy industry is still evident today.

The community grew and the principal activities, other than the dairy business, were sheep raising, general ranching and the raising of sugar beets. In 1900 the estimated postal service for the Norwalk area was 1,050 people. Electrical service was made available to Norwalk in 1912. In 1914 telephone service between Norwalk and Los Angeles was established. But the two most important events in the first part of the 1900's were the establishment of the State Hospital on a 305 acre site in Norwalk in 1916, and the Union Oil Company's "discovery well" in nearby Santa Fe Springs in 1922. The derrick was on Bloomfield between Anaheim-Telegraph Road and the Santa Fe railroad track. With the oil strike at Santa Fe Springs, Norwalk also found itself riding a wave of prosperity.

With the "market crash" in 1929, oil production was curtailed drastically and Norwalk's true basic industries, dairying and farming, continued. The community was, to a great extent, self-sufficient because of its agricultural interests; consequently, the Norwalk area suffered less despair than that affecting most other areas.

In 1933 the southern part of the state, including the Norwalk area, suffered another setback by a devastating earthquake. In Norwalk numerous historic buildings fell or were so weakened and damaged that they had to be razed. The fronts of many of the structures along Front Street, which was the main commercial street, were flattened into a mass of brick and rubble. During the period of reconstruction, many buildings on Front Street were razed and not replaced. Many of the new buildings were rebuilt along Firestone Boulevard, changing the center of the business district.

In the late 1930's a war industrial economy had sprung up in the San Gabriel Valley. Defense workers brought skilled and unskilled labor to Southern California in droves. By the time that the United States was at war, the factories were well-tooled for steady defense production. The effect that the property boom in the early 1940's had on Norwalk was insignificant when compared with what was to come. By 1945 the rush in the San Gabriel Valley had reached Norwalk. War workers now poured into town and bank deposits increased as much as 300% over those in 1943.

With the end of the war, the housing tracts came. Hundreds and hundreds of acres of agricultural land were being reworked and covered over with asphalt and concrete. Events such as over six hundred homes being sold when only the foundations were in, were not uncommon.

The outward expansion of urbanization had reached the Norwalk area.









## THE CITY

## GEOGRAPHY

**THE CITY:** On July 23, 1957, the residents of Norwalk, by a majority of more than five to one, voted to become an incorporated city. On August 26, 1957, Norwalk was officially certified as a City of General Law in the State of California.

The City contains an area of 10.5 square miles and is located in Los Angeles County, 17 miles southeast of the City of Los Angeles and 17 miles northeast of the City of Long Beach. It is surrounded by, and has common boundaries with the Cities of Downey, Santa Fe Springs, Dairy Valley, Artesia and Bellflower.

The incorporation of the City of Norwalk was the result of the tremendous growth in the southeast portion of Los Angeles County immediately after the end of the Second World War. This area of the San Gabriel Valley, which includes the present Cities of Norwalk, Bellflower, Downey, Paramount, Dairy Valley, Santa Fe Springs, Artesia and La Mirada, contained less than 1,000 people per square mile in 1940. The same area had approximately 3,000 persons per square mile in 1950 and by 1960 there was an average of 5,000 persons per square mile within the same area. Recent population figures indicate that the City of Norwalk has slightly more than 8,630 persons per square mile.

The inevitable consequence of such urban growth is the incorporation of these communities into cities. It is interesting to note that all the communities listed above have been incorporated since 1956.

**GEOGRAPHY:** The City of Norwalk is located in the San Gabriel Plane and is characterized by the lack of any substantial elevation differential. The highest portion of the City is located within the Norwalk State Hospital property in the extreme northeast portion of the City, which has an elevation of 135 feet above sea level. The terrain slopes generally south from this point, with slight deflection to southwest and southeast in certain areas, with the lowest area being located in the vicinity of 166th Street, Pioneer Boulevard and Norwalk Boulevard, which has an elevation of about 65 feet above sea level. The average slope of the land from north to south is about 0.31%. The San Gabriel River channel, which determines the west boundary of the City, is contained within dykes and the flow line of the channel is very near the elevation of the adjoining developed property within the City. Natural drainage channels through the City prior to development consisted of very shallow drainage swales, and when agricultural uses predominated, the rate of absorption on the flat terrain was high.

Adequate drainage channels to dispose of the greatly increased runoff when urbanization took place were not provided when the area was subdivided. With several minor exceptions, storm water runoff is presently handled entirely by the surface street system. Elimination of flooding conditions in practically all areas of the City will be dependent upon construction of a number of major underground drainage facilities. Allocation of funds for a major storm drain in Alondra Boulevard, and approximately two million dollars of approved County storm drain funds allocated for relief of flooding conditions in the City will permit elimination of a portion of the most serious deficiency.

The soil characteristics of practically the entire City are favorable for the growing of plant material, as evidenced by the many agricultural products grown in the area prior to urbanization. The soil-bearing capacity is also generally favorable for street construction and support of buildings and other structures.









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# INVENTORY AND RESEARCH

In any attempt to set forth a long-range plan to guide the community into the future, the first fundamental step is to make a complete inventory of existing physical, social and economic conditions in order to determine precisely what kind of a community exists in Norwalk at the present time and what makes it the type of community that it is.

Along with the investigation and analysis of the trends of development, a survey was taken of the LAND, the PEOPLE, and the ECONOMY of the City.

**THE LAND:** A survey of every single parcel of land in the City of Norwalk was made. Each parcel was classified according to recognized land use classifications such as single family, multiple family, commercial, industrial, agricultural, public use, vacant, etc.

This information was transferred to a large scale map by an adopted color code. Thus it was possible to view the make-up of the entire City exactly as it existed at the time of the Land Use Survey. This was the first time that an over-all picture of the land use in the City of Norwalk had been prepared.

A generalization of the existing land use is included in this report. There are two reasons why this information is generalized. (1) The reproduction of such a map at a readable scale would require a map of enormous size. (2) The detailed land use changes from week to week or even from day to day.

The information obtained from the Land Use Survey was tabulated and a detailed analysis was made of the information.

The Land Use Study provides basic data on land characteristics and the various activities that occupy the land within the community. It further provides the current pattern of urban land use and serves as the framework for formulating the Long Range Land Use Plan.

Included as a portion of the survey of existing conditions was a study of sewage and drainage facilities for the entire City. The study included a report on deficiencies and made specific recommendations. Many of the recommendations as submitted in this study have been accomplished and others are now in the process of construction.

## EXISTING LAND USE City of Norwalk — 1958

USE	ACRES	%
SINGLE FAMILY	2,449	34.7
MULTIPLE FAMILY	27	1
PUBLIC FACILITIES	468	7.0
QUASI-PUBLIC FACILITIES	267	4.0
COMMERCIAL	202	3.0
INDUSTRIAL	109	1.6
AGRICULTURAL & VACANT	918	13.7
TRANSPORTATION	2,241	33.6
TOTALS	6,720	100%
+ S. CT. RIVER J. GLENN H.S.		







**EXISTING LAND USE:** Prior to the incorporation of the City of Norwalk in 1957, the development which occurred within the Norwalk area was under the jurisdiction of the Los Angeles County Regional Planning Commission. It was indeed fortunate that some zoning and subdivision controls were in effect during the years of extensive growth; otherwise this growth could have resulted in urban chaos.

The Land Use Survey which was completed in October, 1958, showed the following distribution of land within the City of Norwalk.

The most predominant land use is in single family classification, with over 36% of the total City area devoted to this use. The second largest land use within the City is devoted to "transportation facilities." This classification includes streets, freeways, railroads and other similar uses. The Land Use Survey also revealed that agricultural use, which was historically the basic economy of the community, is rapidly disappearing. As of October, 1958 less than 14% of the City was in the agricultural or vacant classification. Recent updating of the Land Use Survey to reflect 1960 conditions indicates that the agricultural uses have been further reduced to less than 10% of the City total.

The basic character of Norwalk as a community of single family living is clearly revealed in the findings of research on dwelling unit types. Of the 21,000 dwelling units tabulated in the land use inventory, it was found that 20,729 or 98.7% were single family residential units. By contrast, the U.S. Census of Housing reported that 62% of all the dwellings in California were single family detached houses, as compared with 98.7% in the City of Norwalk.

## EXISTING ZONING City of Norwalk — 1958

ZONE	ACRES	%
RESIDENTIAL, SINGLE FAMILY	1,359	20.2
RESIDENTIAL MULTI-FAMILY	129	2.0
COMMERCIAL	198	2.9
INDUSTRIAL	288	4.3
AGRICULTURAL	2,436	36.3
BUFFER	21	.3
PARKING	28	.4
TRANSPORTATION	2,261	33.6
<b>TOTALS</b>	<b>6,720</b>	<b>100%</b>

**ZONING;** The present Zoning Ordinance of the City of Norwalk was adopted in 1957 when the City was incorporated. The ordinance which was adopted at that time was basically the same zoning that existed prior to incorporation, and was administered by the Los Angeles County Regional Planning Commission. An analysis of the existing land use shows large areas of discrepancy. This reflects the fact that the zoning was not kept current with existing conditions. This is a common situation in localities where rapid growth is taking place. For comparative purposes, the actual use of the land and the present zoning are shown on the charts on this and the preceding page. This information is also presented graphically on the following pages.

Although the entire City had been zoned for some time prior to incorporation, the zoning plan does deviate considerably from the existing land use. The greatest divergence exists in the single family areas. Approximately 20% of the City total is in the single family zoning classification, but the Land Use Survey shows that over 36% of the City total is in the single family use. The comparison of land use and zoning also shows that at present 2,435 acres or 36% of the City total is still in the agricultural zoning classification, but that only 917 acres or 13% of the City is in the agricultural or vacant land use classification. There appears to be a definite need for a review and revision of the existing zoning ordinance.

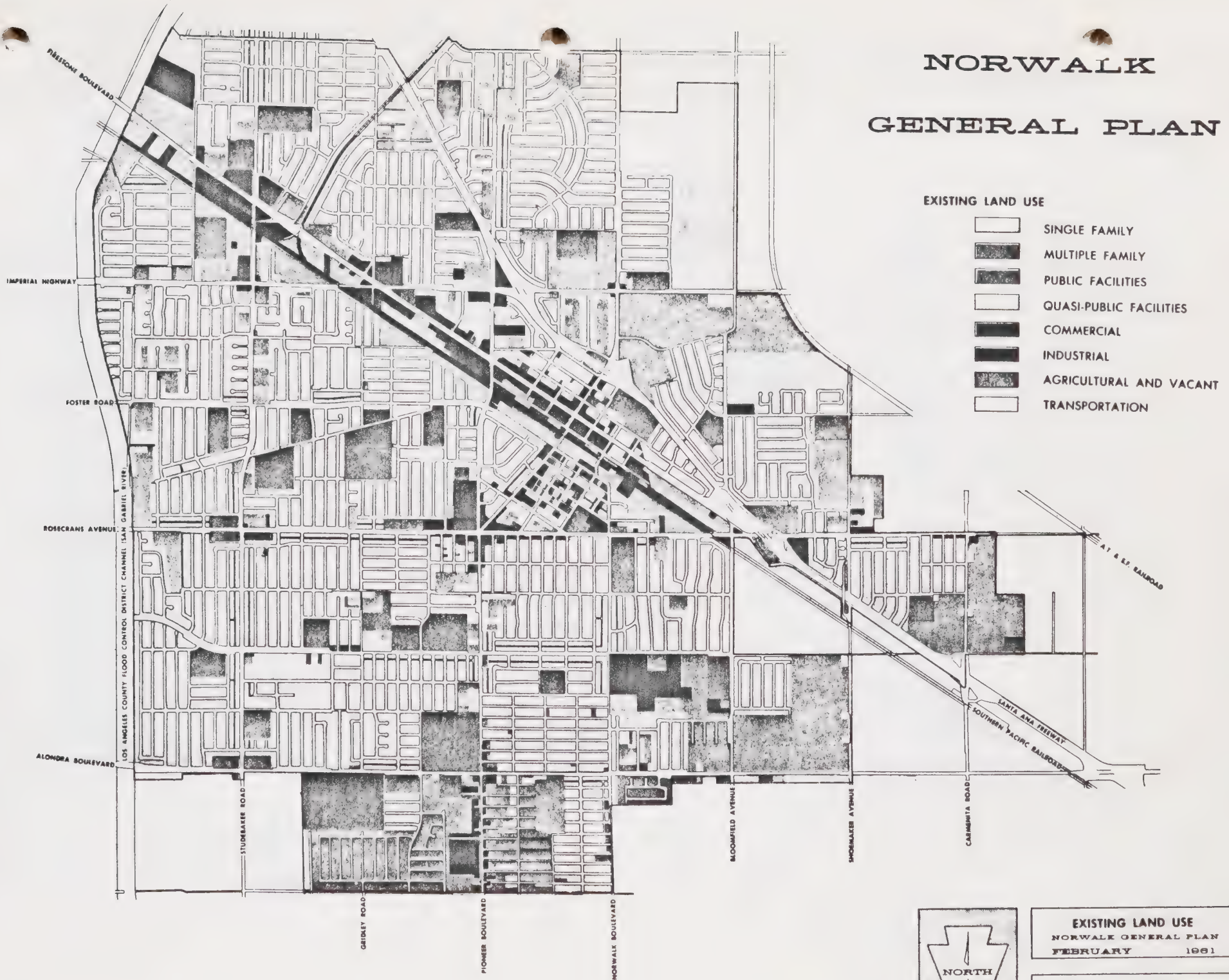






# NORWALK

## GENERAL PLAN



**EXISTING LAND USE**  
NORWALK GENERAL PLAN  
FEBRUARY 1961

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SCALE IN MILES

VOORHEES-TRINDLE CO

PLANNERS-ENGINEERS

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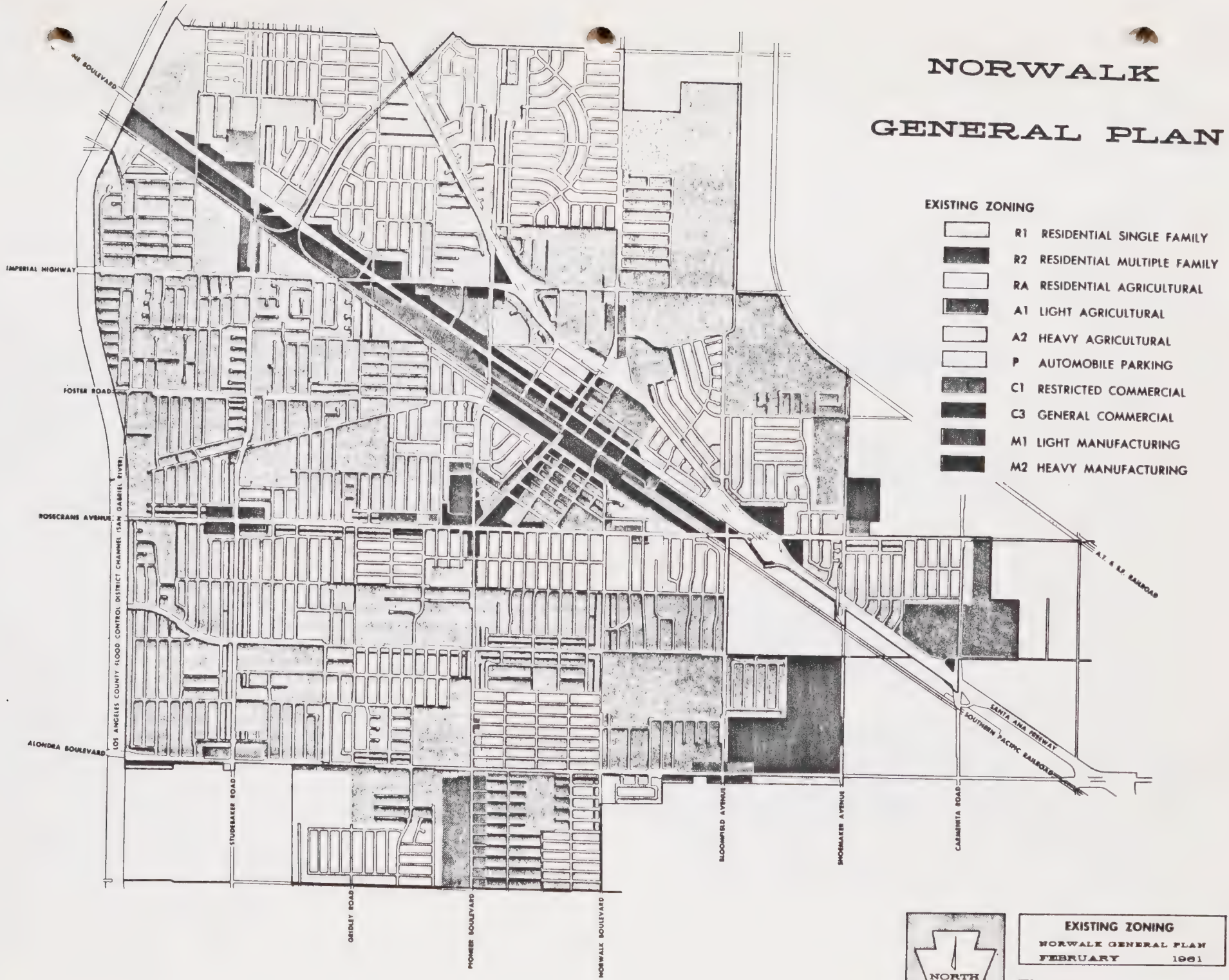
















# NORWALK

## GENERAL PLAN

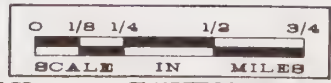


### EXISTING ZONING

-  R1 RESIDENTIAL SINGLE FAMILY
-  R2 RESIDENTIAL MULTIPLE FAMILY
-  RA RESIDENTIAL AGRICULTURAL
-  A1 LIGHT AGRICULTURAL
-  A2 HEAVY AGRICULTURAL
-  P AUTOMOBILE PARKING
-  C1 RESTRICTED COMMERCIAL
-  C3 GENERAL COMMERCIAL
-  M1 LIGHT MANUFACTURING
-  M2 HEAVY MANUFACTURING



EXISTING ZONING  
NORWALK GENERAL PLAN  
FEBRUARY 1961



VOORHEES-TRIMBLE CO

PLANNERS ENGINEERS







## SUMMARY

A summary of the findings from the Land Use Survey which are reflected in the General Plan are as follows:

The study reveals that certain districts are in need of various community facilities. The provision of these needed community facilities will do much to stabilize these areas.

The predominant land use within the community is single family residential use, most of which was developed in recent years. These areas must be recognized and they require a program which will preserve and protect them from the encroachment of noncompatible uses.

The existing residential areas are characterized by a homogeneous type of development. There is a strong uniformity throughout the community of lot size, dwelling unit size, age and character of development. The introduction of more variety in the types of single family development would satisfy an apparent need for more diversification of single family development within the community.

With the limited amount of vacant land available for development, and the limited amount of existing multiple development, it appears that much of the future growth within the community will be in high density residential uses. The Land Use Survey indicates that there are 21,000 occupied dwelling units within the City, of which only 271 or 1.29% are in multiple family dwelling.







## PEOPLE

Population is basic to all planning, for in the final analysis, it is the people, their environment and their needs that are the major fibers in the make-up of the General Plan.

Streets are needed for the movement of people and goods; schools are required for the education of the children of the community. Land use controls are required in order to prevent the mixture of non-compatible land uses, and to provide for separation of living areas, work areas and open spaces. Density controls are needed to eliminate the over-crowding of land and prevent the undue concentration of population. These and other related matters are necessary for the general health, safety, welfare and convenience of the people of the community.

The determination or "yardstick" by which these needs, both existing and future, can be measured and consequently planned for, is through a population study. Because current population figures are based on known facts, existing needs can be determined and measured within a high degree of accuracy. However, since future population studies deal with many unknowns, they require the application of proven methods and techniques of population projections.

Experience has proven that absolute numbers of existing and future population, while very necessary, do not provide the optimum information that is necessary for future planning. It is also necessary to investigate and analyze the composition and characteristics of the population. This is necessary in order to obtain a closer understanding of the inhabitants and the community.

In order to obtain this information, a random sampling technique was employed. Information on population, employment status, occupation, property ownership, education, age characteristics and other related information was gathered and analyzed in order to get a clear understanding of the people within the community. The survey was conducted by personal interview with the occupants of pre-determined dwellings. Call-backs were made when necessary, so as to retain the original sample. The data collected on the people of the community is herewith presented.

A population study conducted in conjunction with this survey estimated the population of Norwalk on October 1, 1958 to be approximately 80,000 people. Recent releases by the U.S. Census Bureau indicate that the population of Norwalk has since increased to 90,000 persons in 1960.

Said study for the City of Norwalk indicates that the population growth within the City will continue, but at a decreasing rate. This will be due primarily to a limited amount of vacant land available for future subdivisions. Another factor having a bearing on the population estimates is the removal of hundreds of homes for freeway construction. The proposed San Gabriel Freeway, for example, will remove about 550 homes or a population of over 2,300 people.

It is expected that an increase in multiple residential development will be a strong contributing force toward the population gains for the future.

The population projections for the City of Norwalk for the next twenty years are shown on the chart below:

POPULATION City	PROJECTIONS of Norwalk
1960	88,000
1965	94,600
1970	98,600
1975	102,500
1980	106,500

1970 census, 91,217







## AGE:

This portion of the survey also revealed certain aspects of the residents of Norwalk.

The survey indicates that the City of Norwalk is predominantly a community of young families with the median age of "head of household" between the ages of 37 and 38, and the median age of spouse between the ages of 32 and 33. The largest proportion, 14.8% was found to be in the 30-35 age group. It should also be noted that the two age groups of "head of household" of 25 to 30 and 30 to 35 were found to be 27% of the total.

The survey also found that not only are there a large number of young families within the community, but that there is a high average household size in Norwalk of 4.1 persons per household.

AVERAGE HOUSEHOLD SIZE	
Norwalk	4.1
Los Angeles	3.0
National	3.4

AGE — HEAD OF HOUSEHOLD CITY OF NORWALK, 1958		AGE — SPOUSE CITY OF NORWALK, 1958	
AGE GROUP	HEAD OF HOUSEHOLD	AGE GROUP	SPOUSE
20-25	4.8 %	20-25	10.9 %
25-30	12.3 %	25-30	21.7 %
30-35	14.8 %	30-35	14.5 %
35-40	13.0 %	35-40	11.6 %
40-45	12.3 %	40-45	14.4 %
45-50	12.1 %	45-50	7.6 %
50-55	9.6 %	50-55	8.5 %
55-60	3.9 %	55-60	5.0 %
60-65	6.4 %	60-65	2.8 %
65-Over	10.8 %	65-Over	3.0 %

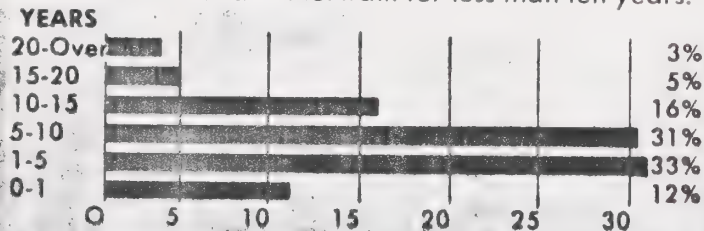






### LENGTH OF RESIDENCE

76% have resided in Norwalk for less than ten years.



Percentages

### PROPERTY OWNERSHIP

83% own or are buying their home.

Own Outright	11%
Rent	17%
Contract Payments	72%

### PERMANENCY OF RESIDENCE

67% indicated permanency of residence at present location.

Yes	67%
No	20%
Don't Know	13%

### VOTING STATUS

70% of head of household are registered voters.

	Head of Household	Spouse
Registered	69.8%	63.8%
Not Registered	27.1%	29.7%
Decline to State	9%	1.5%
Ineligible	1.8%	4.0%
Don't Know	4%	1.0%

### REASON FOR SELECTION OF NORWALK

31% listed "location" as principal reason for selection of Norwalk.



Percentages

### EDUCATION

20% of the head of household have some college training in contrast to 12% of spouses.

	Head of Household	Spouse
1-8 Elementary	16.4%	9.4%
9-12 High School	61.8%	77.7%
13-16 Undergrad	15.6%	10.9%
17-Up Graduate	4.4%	1.5%
No Formal Education	1.8%	.5%







## ECONOMY:

Included as a necessary basic planning study in the development of a General Plan is a probe into the economic base of the community. The pattern of urban development within the community has been influenced largely by local economic conditions and the economic activities of the region.

It was found that adequate basic economic data for the metropolitan region was available from several sources. However, it was also discovered that very little information and data on the local economic condition were available. It became apparent that, in order to fill this gap, a survey oriented toward the community level would be necessary.

An economic survey and study were conducted covering such matters as income, purchasing power, shopping habits, employment patterns, retail sales and other related data.

The principal method employed in this study was the random sampling technique. Personal interviews were conducted with each resident of each of the identified dwelling units.

The results of this survey were analyzed and portions of the findings are included in this section of the General Plan Report.

**INCOME:** The sample survey conducted in 1958 shows an average annual household income for the City of Norwalk to be \$5,800 and an average per capita income of approximately \$1,526 per year. The total income for Norwalk's population in 1958 was estimated to be \$121,795,719.

Recent figures released by the U.S. Census Bureau, which reflect 1960 conditions, indicate a remarkable similarity in income figures:

INCOME DATA, CITY OF NORWALK		
	1958 SURVEY	1960 U.S. Census
Average Household Income:	\$5,800	\$5,740
Average Per Capita Income:	\$1,526	\$1,472
Total City Population Income:	121.75*	123*

\* IN MILLIONS

These figures, when compared to Los Angeles County and national averages, indicate that the income for Norwalk's population is less than both county and national averages. Recent U.S. Census figures are listed below for comparative purposes.

INCOME DATA, CITY OF NORWALK			
	City of Norwalk	L.A. County	National
Average Household Income Per Year	\$5,740	\$6,979	\$6,385
Per Capita Income Per Year	\$1,472	\$2,338	\$1,866

SOURCE: U. S. CENSUS







Undoubtedly the lower than average household income for the City of Norwalk can be attributed to the predominance of young families within the community, and the lower per capita income is due to the high average household size within the City.

Recent studies indicate that the total income for the City of Norwalk is expected to rise to approximately \$153 million by 1965 and to \$177 million by 1970. This would be a 24% increase from 1960 to 1965 and a 16% increase from 1965 to 1970.\*

The expected increase in per capita, average household and total community income is shown on the following chart.

#### ESTIMATED INCOME — CITY OF NORWALK

	1960	1965	1970
Average Household Income	5,740	6,199	6,749
Average Per Capita Income	1,400	1,512	1,646
Total Income *	123.2	159.9	177.3

\* IN MILLIONS

**RETAIL SALES:** A review and analysis of the retail sales activity for the City of Norwalk were based primarily on the taxable retail sales analysis published by the State Board of Equalization.

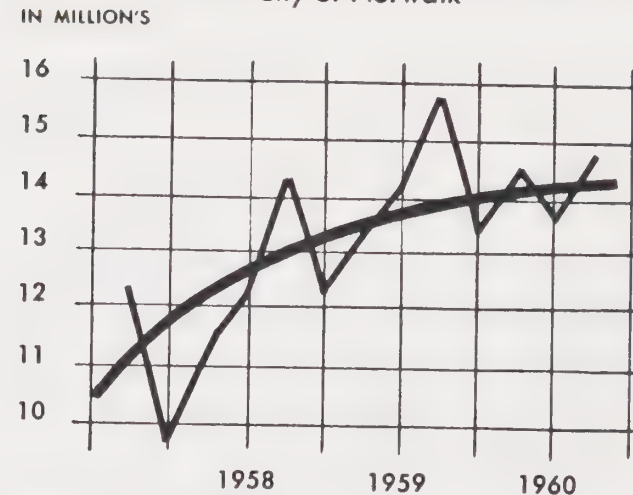
It is recognized that the limitation of this analysis lies chiefly in the fact that the history of retail activity is comparatively short, due to the only recent (Aug. 1957) incorporation.

However, even with this limitation, certain significant facts can still be determined.

For comparative purposes, the following chart shows (generalized) the past taxable retail sales activity as reported for the City of Norwalk.

\* Market potential for a Regional Shopping Center in the City of Norwalk — Stanford Research Institute, Page 14.

#### TAXABLE RETAIL SALES TRANSACTIONS City of Norwalk



SOURCE: CALIF. BOARD OF EQUALIZATION

This chart reveals that there has been an over-all increase of over 18½% in retail sales for the time period charted. This is most significant in that retail sales showed such an increase during the recession periods of 1958 and 1960, when the general economy, both at the regional and state level, suffered a setback. Also of important significance is the fact that, during the same period of time, several major shopping centers were established in neighboring communities such as the La Mirada and Stonewood shopping centers, which are strong competitors for the local retail dollars.

A closer analysis of the retail sales activity for the City of Norwalk on a quarterly basis also substantiates the gains as reported above. The annual business cycle is characterized by a low in the first quarter, a definite gain within the second quarter, a leveling off within the third quarter, and then a dramatic upswing within the fourth quarter, followed by a sharp fall-off again in the first quarter. The typical annual business cycle shows the fourth quarter (Christmas Holiday Season) as the high point, followed by a sharp decline to the annual low point in the first quarter.

A study of the retail sales within the community must be based upon an analysis of the same quarter period from one year to another in order that the true economic conditions will be reflected.

The following chart shows the retail sales activity by quarters for the City of Norwalk since incorporation.







City of Norwalk

October, 1957 through December, 1960

(000 omitted)

YEAR	1957		1 9 5 8				1 9 5 9				1 9 6 0			
QUARTERS	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	
APPAREL STORES	1,361	884	1,053	1,066	1,402	1,011	1,141	1,122	1,476	958	1,238	1,087	1,463	
GEN. MERCHAN.	2,233	1,406	2,188	2,076	2,630	1,721	2,188	2,411	2,932	1,830	2,341	2,339	2,306	
FOOD STORES	1,293	1,125	967	1,371	1,126	1,043	1,094	1,410	1,427	1,319	1,379	1,409	1,374	
LIQUOR	584	457	568	650	689	511	660	702	754	621	673	721	711	
EATING	651	633	751	801	836	828	932	903	992	908	838	962	897	
DRUG	1,047	747	797	770	1,059	821	837	895	1,166	867	896	865	1,127	
HOME FURN.	650	432	670	588	967	748	860	938	1,203	934	923	960	956	
BLDG. MAT.	573	374	594	516	470	424	485	536	486	414	437	407	431	
MOTOR VEH.	1,735	1,398	1,741	1,789	2,092	2,409	2,678	2,592	2,742	3,064	2,914	2,239	2,028	
SERV. STATION	338	340	483	493	502	553	569	558	560	513	577	574	538	
OTHER RETAIL	689	428	497	549	797	601	743	708	907	795	952	841	959	
PERSONAL SERV.	283	240	268	294	332	376	364	447	425	397	448	388	573	
MFG. WHLS.,MISC.	1,182	884	1,158	1,186	1,378	1,213	934	959	908	938	937	1,092	1,106	
TOTALS	12,619	9,308	11,735	12,149	14,280	12,259	13,485	14,178	15,978	13,558	14,553	13,885	14,969	

Source: California State Board of Equalization.

A comparative analysis of the first quarter sales indicates an increase of over 24% from 1958 to 1959 and an increase to the first quarter 1960 of some 31%. A study of like quarters within the time period involved all indicate an over-all general increase of retail sales.

An analysis of the types of business as reported by the State Board of Equalization indicates that those items which are required for day to day living retain the largest portion of the consumer's dollar locally.







## SHOPPING HABITS:

The data collected on this part of the survey is presented on the following pages. The survey of the shopping habits of the residents of Norwalk further substantiates the leakage of retail sales from the City of Norwalk. This portion of the survey serves to pinpoint those retail dollars which are leaving the community and, more important, serves to indicate the reasons behind such leakage. The following results were obtained from the inquiry;

"Where do you usually satisfy the following consumer needs of your family and why is this location favored?"

### GROCERIES

Reason	Norwalk	Other Shopping Areas
Convenience	93%	7%
Selection	85%	15%
Price	82%	18%
Merchandising	73%	27%
Friendship	50%	50%
Parking	78%	22%

### WOMEN'S AND GIRLS' CLOTHING

Reason	Norwalk	Other Shopping Area:
Convenience	93%	7%
Parking	78%	22%
Price	77%	23%
Friendship	70%	30%
Merchandising	63%	37%
Selection	57%	43%

### MEN'S AND BOYS' CLOTHING

Reason	Norwalk	Other Shopping Area:
Convenience	95%	5%
Price	81%	19%
Selection	80%	20%
Parking	78%	22%
Friendship	78%	22%
Merchandising	66%	34%

### FURNITURE AND APPLIANCES

Reason	Norwalk	Other Shopping Areas
Convenience	95%	5%
Price	73%	26%
Merchandising	69%	31%
Parking	67%	33%
Friendship	67%	33%
Selection	65%	35%

### AUTOMOBILE AND REPAIRS

Reason	Norwalk	Other Shopping Areas
Convenience	92%	8%
Selection	70%	30%
Merchandising	68%	32%
Price	67%	33%
Friendship	45%	55%

### HEALTH SERVICES

Reason	Norwalk	Other Shopping Areas
Convenience	91%	9%
Merchandising	75%	25%
Price	53%	47%
Friendship	44%	56%







Of the people interviewed, 55% felt that the greatest lack or inadequacy in commercial facilities is a large department store. This fact is also apparent in the table relating to women's and girls' clothing, where only 51% of the families shop in Norwalk for selection, even though 93% indicated that it is more convenient to shop in Norwalk. Selection and merchandising are two items which are generally best provided by large department stores and it is these two items which were given as the main reasons for shopping elsewhere.

Men's and boys' clothing stores appear to retain the greatest amount of the shopping dollar of all the items covered, while health services retain the least.

Grocery shopping rated well in convenience, price and selection; fell off a bit on parking and merchandising, and friendship was rated quite low.

The above data relating to the shopping habits of the people also reveals that of all the items listed, approximately 73% are purchased in Norwalk, while 27% are purchased elsewhere. This figure of 27% of sales being purchased outside Norwalk compares very closely to the estimated 25% retail sales leakage reported in the study of Norwalk income, within this report.

For all the items listed, convenience and price were the predominant reasons given for shopping in Norwalk, while selection and merchandising were the reasons stated most for shopping elsewhere. Parking rated low as a reason for shopping both within Norwalk and elsewhere.

Of the people interviewed, those who indicated that most of their regular shopping was **not** done in Norwalk were then asked what were the main reasons for not doing so. The results of this question are as follows:

Merchandising	33%
Prices	25%
Selection	17%
Small Facilities	9%
Crowded Conditions	5%
Inadequate Parking	4%
Convenience	4%
Friendship	3%

As indicated above, the reasons that were stated most for shopping outside the City were merchandising, prices, and selections, in spite of the greater inconvenience involved. It should also be pointed out that the City of Norwalk is located in relative proximity to five or six major shopping centers, which undoubtedly do attract many shoppers from the Norwalk area. It should also be noted that merchandising and selection, two of the three items mentioned above, are major attractions of modern major shopping centers. However, it appears reasonable to assume that more of the shopping dollars could be retained within the community, provided that selection, merchandising and the other reasons for shopping elsewhere were more competitive locally.







## EMPLOYMENT:

Included as part of the survey which was conducted in 1958 was a probe into the employment pattern for the City of Norwalk. The survey revealed that at the time of the survey less than 3% of the heads of household were unemployed and that over 88% were employed full time.

The employment status of the heads of household is shown on the following chart:

### EMPLOYMENT STATUS — HEADS OF HOUSEHOLD City of Norwalk — 1958

Full time	88.9%
Part time	1.8%
Student	1.8%
Retired	5.3%
Unemployed	2.2%

There are three principal types of employment of most importance to the residents of Norwalk. These are manufacturing, retail trade and services. These three major types together employ 70% of the major wage earners. The largest single type is manufacturing, which employs 29% of the major wage earners. Agriculture, which was the principal means of livelihood for the entire Norwalk area in the not too distant past, is now of minor importance. Only 4% of the major wage earners are now employed in agriculture.

### MAJOR WAGE EARNERS PRINCIPAL TYPES OF EMPLOYMENT

Manufacturing	29%
Services	21%
Retail trade	20%
Construction	11%
Transportation	5%
Agriculture	4%
Government	4%
Others	6%

### MAJOR CLASSIFICATION OF OCCUPATION OF PRINCIPAL WAGE EARNERS

Laborers	67.7%
Owner/Manager/Administration	10.8%
Sales/Clerical	9.9%
Professional	6.7%
Others	4.9%

### LOCATION OF EMPLOYMENT:

The survey also includes a section as to the location of employment. It was learned from the survey that 79% of the heads of household traveled outside the City to their places of employment. This further substantiates the predominant residential nature of the City.

Most of the working force are employed in four major locations; Norwalk (21%), Los Angeles City (22%), Los Angeles County (9%) and Downey (11%). These four major areas account for the employment location of 63% of the adult workers within the City. As might be expected within a metropolitan complex, the remaining locations of employment are well-scattered throughout Southern California.

Of all the wage earners interviewed, the average travel distance to place of employment was slightly less than 11½ miles. The survey also revealed that an overwhelming majority, 97% of the wage earners travel to work by private automobile.







## SUMMARY

The principal conclusions derived from the economic study may be summarized as follows:

The income, retail sales and shopping habit studies all indicate a retail sales leakage out of Norwalk. This appears partly due to the lack of a major department store within the community and possibly more important, the City of Norwalk is surrounded by strongly entrenched retail centers such as the Buena Park, La Mirada, Lakewood and Whittwood Shopping Centers.

It appears that the largest portion of the consumer dollar that is spent locally is for those items required for the day to day living needs. The leakage of the consumer dollar from the City is toward luxury items, due primarily to better selection, better merchandising and better prices.

General merchandise and apparel stores tend to show less fluctuations and appear to be less susceptible to minor fluctuations in the over-all economy than do specialized retail classes.

The total purchasing power of Norwalk's population is expected to continue to increase at a more rapid rate than the population growth within the next 15 years. The population growth can be expected to level off due to the scarcity of land for development.









## GOALS AND OBJECTIVES

● To protect existing residential development and provide each residential neighborhood with adequate neighborhood facilities.

● To improve the City as a convenient, desirable and pleasant place in which to live, work, shop, and raise a family.

● To achieve a high standard of beauty in all existing and future development within the City.

● To advance Norwalk's position in commerce, industry, recreation and culture.

2  
∞ To develop a circulation & transportation system which is integrated with the community pattern of living, working & shopping areas, and which will provide for the safe, convenient and efficient movement of goods & people within the City and to other parts of the region. --- To --- strengthen and promote development through stability & balance. <sup>23</sup> *Militar*









# THE GENERAL PLAN

*Need to add: Open Transitional  
C-M?*

*3411  
6.5  
25 pph  
2.5 pph  
12-18 Jan  
330  
1970  
4-11-70*

## LAND USE

The most basic element of the General Plan is the Land Use Plan, for it is the land use element that determines the distribution and density of population. Based on the population distribution and density, the holding capacity or number of people within a given area can be determined. Thus it is possible to measure the needs for schools, parks, location and size of shopping centers, the amount of traffic that a given area may generate, and the need for public facilities and utilities. Therefore, all of the elements of the General Plan must be based upon and related to the Land Use Plan.

The General Plan proposes an integrated series of land uses for the physical development of the City of Norwalk. The allocation, location and relationship of these land uses will be an important determinant of the kind of a city Norwalk will become.

The Land Use Element concerns itself with the following subjects:

**Residential:** Two residential districts are proposed, each with a different population density.

**Commercial:** Three separate commercial districts are proposed. Each is intended to serve a different portion of the community needs and each is related, both in size and location, to the area where it will best provide these services.

**Industrial:** Two industrial districts are proposed. The location and intensity of use have been determined by the availability of necessary facilities as well as existing and proposed adjacent land uses.

The distribution of land uses as shown on the General Plan for the 6,720 acres within the City of Norwalk is as follows:

NORWALK GENERAL PLAN		
RESIDENTIAL		
TYPE OF USE	ACRES	
Low Density	3411	25.1
High Density	250	5.2
COMMERCIAL		
Restricted	92	1.3
General	167	2.1
Professional	42	.6
INDUSTRIAL		
Light	282	3.4
Heavy	217	2.2
Open Transitional	32	.3
STREETS	1040	20.3
TOTAL	6720	67.0

*25.1  
1970*

### Residential

**Low Density:** The type of large scale subdivision that was developed in Norwalk in the post-war period was characterized by the subdivision of land into lots of 5,000 square feet. The net result of this type of development has been a homogeneous type of community. The Land Use Survey and the other research studies strongly substantiate the homogeneous character of the community. It is felt that the community is in need of more diversified single family development. It is recommended that future zoning and development plans seriously consider the development of suitable areas in large lot sizes in order to provide diversified single family areas.

*4  
Prot. Off.*







Low density residential uses occupy a large percent of the total City area. By far the largest portion of this development has been in the post-war period.

The General Plan proposes retention of these areas for single family use. Certain existing single family areas which, by reason of age of dwellings, lot size and shape, and location in respect to other existing or proposed land uses, are proposed for reclassification to the more intensive high density and commercial land uses.

The average density for the low density single family areas has been estimated at 6.5 families, or approximately 25 persons per gross acre.

*promote on-site parking - adequate storage of vehicles as well as personal tools equipment etc of family life including recreation vehicle - boats campers etc.*

**High Density:** In general, a relatively small portion of the area within the City has been developed for multiple residential in past years. The Land Use Survey reveals that less than 1/2 of one % of the total City area is developed for multiple family use, although over 129 acres were in this zone classification. During the tremendous growth period of 1945 and 1946, the heavy demand was for single family homes. In an effort to fill this demand for single family homes, a very limited amount of multiple housing was developed. The land use studies indicate that suitable vacant land for residential development within the City is limited, with over 90% of the total land area within the City presently developed. With a continued demand for housing within the Norwalk area, it is expected that the construction of multiple units will increase in the future. Studies also indicate that much of the increase in population that is expected in the future will be predominantly in high density residential development.

The General Plan provides 356 acres for high density residential development, with an expected density range between 12 and 18 families per acre, which will accommodate a population increase between 13,000 to 17,000. However, present density standards will permit up to 40 families per acre.

*promote off street parking*

The allocation of high density residential land use was governed by the following planning principles:

1. Population studies and land use analysis indicating an increased demand for high density residential uses in the future.
2. The location of high density residential in areas conducive for such use in relation to necessary community facilities, adequate streets and required utilities.
3. Proper integration of high density residential with surrounding uses, both existing and proposed.
4. Adequate size and shape of parcels which are conducive to proper high density development.

*Re-do: this sec. to include <sup>the</sup> OP <sup>Residential</sup> change some of C&P & revise & clarify. off of it. 7-15-*

## Commercial

The Land Use Plan proposes three different categories of commercial uses; Restricted Commercial, Commercial-Professional and General Commercial. Each such commercial use is located so as to best serve the people of the community at the level of their needs.

**Restricted Commercial:** The Restricted Commercial or neighborhood commercial centers are intended to serve the daily needs of a limited residential area. The uses should be limited to convenience goods and services such as supermarkets, drug stores, cleaning and laundry agencies, beauty parlors, barber shops, and similar small shops and stores. People shopping at this small group of stores seldom travel more than a mile from their homes.

Within the City of Norwalk, with over 90% of the total City area developed, there is a definite established pattern of land development which was established in recent years. Many neighborhood shopping centers were established in conjunction with the residential development when they were subdivided. The proposed Land Use Plan does recognize these existing areas and, where necessary, proposes expansion or even the creation of new centers.

*(4) ref. 64'*







Estimates of the need for neighborhood centers, as to location and size, were based upon an analysis of purchasing power, ultimate population, and service area.

The General Plan proposes ten restricted commercial centers, located approximately one mile apart, with an over-all average of approximately nine acres each. The regulations governing neighborhood commercial centers should be such as to minimize the impact of such commercial use upon the adjoining residential areas.

*Professional-Office: (Adopted B-574) [insert here]*

**Commercial-Professional:** Recent trends of urban development have indicated the desirability and advantages of concentration of like uses. The broad classifications of commercial and residential uses have resulted in the combining of certain land uses which have proven to be non-compatible in many respects. For example, the broad classification of residential uses has allowed the mixture of single family and multiple family uses. This combination has proven to be unsatisfactory for the single family use as well as the multiple family use. Experience has proven that both types of residential use benefit by their segregation, each into their own location.

Within the broad land use classification of "commercial," all commercial uses are generally allowed; those involved in trade and limited processing of goods and services, which in turn resulted in the combining of stores, shops and offices.

Recent studies on commercial districts indicate that there is a very limited relationship between those uses which are involved in office type uses and those which are involved in trade, and which are dependent upon window advertising and walk-in trade, and are best located in the intensive central merchandising district.

There have been many indications that the separation of the commercial-merchandising uses from the commercial-professional office uses is very desirable as well as suc-

The General Plan recognizes the need for such a separation and proposes the designation of several areas within the community for the commercial-professional office type uses. The General Plan proposes approximately 42 acres in the commercial-professional office uses. The criteria for the amount and location of the commercial-professional land use was based upon the ultimate population, proximity to the central business district, existing parcel size, land uses, street access, and general character of the existing area, which would be conducive to the transition to professional office type uses. Zoning is the instrument that is used to establish property development standards. A high level of development standards is necessary in order to create a district which will attract the professional and office type uses and which will reflect the quality of services offered. Such a district can be an important asset to the entire community.

**General Commercial:** The General Commercial land use designation applies to most of the area within the central business district of the City. The existing central business district is now located along Firestone Boulevard and at the "5 Points" intersection of Pioneer, San Antonio, and Rosecrans. In recent years there has been a tendency for these two areas to grow together along San Antonio Drive.

Because of the importance of the central business district to the community, in the course of study of the entire community, special emphasis was given to the core of the community. The Central Business District Study was transmitted to the City under separate cover; however, the findings and recommendations regarding the C.B.D. are reflected in the General Plan.

The proposed general commercial areas are based upon a forecast of future purchasing power within the community. The General Plan proposes approximately 300 acres in commercial, of which 42 acres is in the Commercial-Professional use, 92 acres in the Restricted Commercial use and 167 acres in the General Commercial use. This is approximately double the amount of area which was in commercial use at the time the Existing Land Use Survey was made in 1958. This additional area will be needed to accommodate the expected commercial growth within the community, with allowances for office space and off-street parking.







### Professional/Office

The continued development of the civic center and its main adjacent areas has created the opportunity to provide siting for a high-rise, high-density major office complex area to house professional, managerial, administrative, executive, regional, and headquarters office facilities. Such a complex or area is intended to serve as an outstanding community focal point and provide long term community benefits.

Due to the increasing scarcity of undeveloped land it is believed that creation of a high-rise district for professional office uses will provide a desirable long range objective for specific areas adjacent to the Civic Center.

Such development and uses will benefit the general community welfare by creating high value for properties and buildings to improve the tax base; provide employment for substantial numbers of people of generally professional status with attendant levels of purchasing power and as a resource for participation in local affairs; serve to attract and promote allied or inter-related uses to properties within the district or nearby; all while placing a relatively low demand upon city services.

The professional/office land use district and classification is intended to be distinct from the commercial-professional land use district and classification by virtue of promoting larger scale facilities and more intense or higher density land use of high-rise buildings. It is intended that stringent comprehensive development standards will be necessary to assure that the goal of large, high-density, high-rise buildings of 8 or more stories will be achieved. It is also intended, because of the higher density high-rise buildings to provide adequate setbacks and a low percentage of lot coverage with attendant high percentage of landscaping. Zoning is the vehicle to delineate the precise district(s) or area(s) intended; also to provide the necessary development standards and controls to achieve the desired results.

3(A)











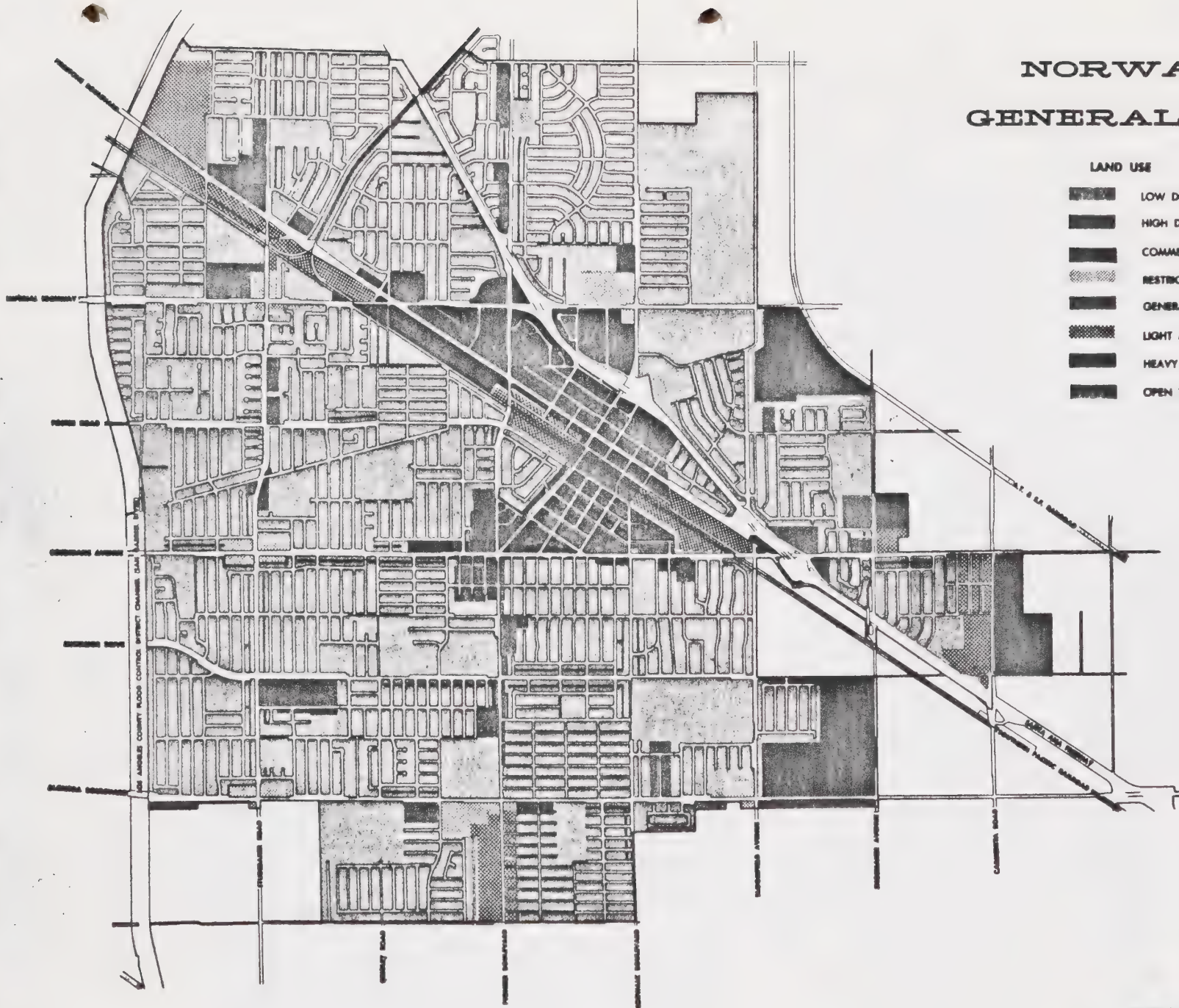




# NORWALK GENERAL PLAN

## LAND USE

-  LOW DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL
-  COMMERCIAL — PROFESSIONAL
-  RESTRICTED COMMERCIAL
-  GENERAL COMMERCIAL
-  LIGHT MANUFACTURING
-  HEAVY MANUFACTURING
-  OPEN TRANSITIONAL AREA — PARKING AND LANDSCAPING



I hereby certify that this is the original  
**LAND USE**  
 adopted as a portion of the General Plan, otherwise  
 known as the Master Plan or General Planning Code,  
 by Resolution 1480-80 on December 7, 1960.  
*Arthur S. Baker* *Neil Irving*  
 Chairman Secretary

I hereby certify that this is the original  
**LAND USE**  
 adopted as a portion of the General Plan, otherwise  
 known as the Master Plan or General Planning Code,  
 by Resolution No. 685 on February 27, 1961.  
*E. Franklin Biss* *John J. Zimmerman*  
 City Clerk Mayor



**LAND USE**  
 NORWALK GENERAL PLAN  
 FEBRUARY 1961

0 1/8 1/4 1/2 3/4  
 SCALE IN MILES  
 VOORHEES TRIMBLE CO. PLANNERS-SURVEYORS







## Manufacturing

Industrial development within the City of Norwalk has been rather nominal. The Land Use Survey reveals that less than 2%, or approximately 109 acres of the total City area is devoted to this use. A study of the development pattern of the regional area shows that Norwalk's role in the community of cities is mainly residential and that some of the neighboring cities are heavily developed with industrial uses.

The General Plan recognizes these community roles and proposes only a limited amount of light and heavy manufacturing uses within the City of Norwalk.

**Light Manufacturing:** The General Plan proposes approximately 232 acres for Light Manufacturing uses, which are located predominantly between the Southern Pacific Railroad and Firestone Boulevard. The allocation of this and other areas within the community to light manufacturing uses was based primarily on existing land uses, size and shape of parcels, location in relationship to other land uses, available necessary facilities, and forecasted light industrial space needs of the community.

In several areas, the Light Manufacturing Uses are proposed to serve as a transition between heavy industry and residential areas. In addition, the General Plan proposes "open buffer" uses, such as parking and landscaping, to further minimize the impact of manufacturing uses where they are adjacent to the residential areas.

**Heavy Industry:** The General Plan proposes approximately 217 acres for Heavy Industrial Use. The location of this use is limited to the area adjacent to the easterly City limits, which are common to the existing heavy industrial development in the City of Santa Fe Springs. The proposed heavy industrial areas are characterized by large, single ownership, open use parcels. These areas are also in close proximity to other necessary facilities such as railroads, major highways and freeways, and adequate utilities, all of which are prerequisites for industrial use.

Also included within the Land Use Element of the General Plan are several areas within the community which are designated as possible renewal areas. Preliminary studies within these areas indicate that the highest and best use of the land involved could be accomplished through several renewal programs. The General Plan recognizes the need for conservation, rehabilitation and redevelopment of these areas.

## Specific Plan Area

The Specific Plan Area land use designation is proposed to be applied to certain undeveloped and underdeveloped areas within the City of Norwalk, generally large properties or areas possessing unique and special characteristics, which can best be capitalized upon by using other than traditional planning and zoning techniques. Properties upon which this designation might be placed include the Wright School and other potential surplus school sites, Metropolitan State Hospital surplus sites, Pioneer/Cresson, and others. Each potential area will need to be carefully evaluated to determine applicability to the specific plan approach.

The paucity of developable land within the City emphasizes the need to maximize the effective use of land to improve the municipal tax base, to increase City revenues, to provide additional employment opportunities, and to contribute to the long-term well-being of the community.

Community interest can best be served by promoting specific land use mixes incorporating residential and/or commercial and/or office and/or manufacturing and/or open space uses in an integrated development in a limited land area without the constraints imposed by traditional zoning lines, setbacks, and use restrictions. The establishment of design principles and development standards in conjunction with a detailed framework of goals, policies, and objectives can effectively encourage appropriate and imaginative designs intended to achieve a visually attractive and functionally integrated environment within specified areas. The flexibility of the specific plan approach allows identification of both opportunities and constraints unique to the individual areas in order to facilitate the creation of plans for land use, circulation, open space and other such features designed to accommodate these individual character-







## **STREETS AND HIGHWAYS:**

The street and highway system is the skeleton and the circulatory system of the City.

It brings people and goods into the City and provides the means by which people and goods move about within the City from one type of activity to another. They determine the shape of land into blocks and uses, and are a strong influence in determining the boundaries of residential areas and other major land uses.

### **BACKGROUND OF STREET AND HIGHWAY PLANNING:**

The development of the automobile has made a tremendous impact on the American cities over the past twenty years. The post-war impact has been heaviest in California, particularly in Southern California.

In 1930, California had just over two million motor vehicles registered. In 1940 the number of motor vehicles increased to approximately three million. In 1950 this figure jumped to five million and in September 1960, over eight million motor vehicles were registered in the State of California.

We are all familiar with California population growth in recent years; it has been remarkable even for a state accustomed to dealing in superlatives, but motor vehicles have been added to the California scene at even a faster rate than population. All indications are that we will not only have more vehicles in the future, but that they will be used more.

A comprehensive plan designed for the movement of people and goods must consider rail and bus transit as well as automotive transit. It is becoming more apparent that no city, and particularly no metropolitan area, can expect to move an ever-increasing proportion of its people and goods by means of the private automobile. It is also becoming apparent that a metropolitan area cannot solve its transportation problems solely by means of freeway construction. Experience has proven that freeway construction, unaccompanied by planning of rapid transit facilities and off-street parking, has resulted in increased congestion within the metropolitan centers. It appears that a balanced program of rapid transit and freeways, both in concept and execution on a region-wide basis, is needed. In recent years the Metropolitan Transit Authority of Los Angeles made several studies in this area.

It is recognized that the principal means of transportation of both people and goods within Norwalk will continue to be by the use of motor vehicle. It is the movement of people and goods through Norwalk or between cities within the metropolitan area that a regional transportation system will be orientated. When such a plan or program has been developed, it will require a re-study of this section of the General Plan so that it may continually reflect the most recent development and trends in transportation.







**PRESENT STREETS AND HIGHWAYS SYSTEM:** Highway planning for the City of Norwalk has been carried out in conformance to the Los Angeles County Regional Planning Commission's approved Master Plan of Highways. Most of the City's street system was developed in recent years, due primarily to an effective highway plan which permitted the dedication of many miles of major and secondary streets in conjunction with subdivision development.

The Highway Plan which was in effect at the time of incorporation and subsequent thereto was basically 100-foot wide highways at section lines and 80-foot streets at half-section lines. Some areas of the City vary from this pattern because of development prior to an effective street and highway planning program. Also, this rigid grid pattern is further disrupted by several strong elements which run diagonally through the City, such as the Santa Ana Freeway, Southern Pacific Railroad, Firestone Boulevard and Leffingwell Road.

Within the above described network of major and secondary highways, local street planning has been fitted. Early subdivision development is characterized by the grid system and the lack of any protection, by design, for through traffic movement on the major highway system. However, the more recent subdivision development has provided, by design, many miles of major and secondary streets with some degree of highway protection. The most common method of reducing and controlling traffic onto the highways has been by the use of the service roadway or frontage roadway treatment. Alleys were used for this purpose, which permitted elimination of driveways onto the major streets. Backup lot treatment, with access restricted along the major highways, was also used in most recent subdivisions.

**PRESENT TRAFFIC VOLUMES:** The 24 hour two-way traffic volumes on major thoroughfares for the City of Norwalk are shown on Page 31. This is an average day in 1958.

A recent survey conducted within the City shows that approximately 100,000 vehicles enter, leave or travel through the City daily on the major street system. The survey also shows that the Santa Ana Freeway at Norwalk carries an average daily count of approximately 75,000 vehicles.

Rosecrans Boulevard recorded the highest traffic volume on a surfaced street, with a daily total of 23,000 vehicles. Other major streets which showed traffic counts of at least 20,000 vehicles daily include Imperial Highway, Firestone Boulevard and Rosecrans.

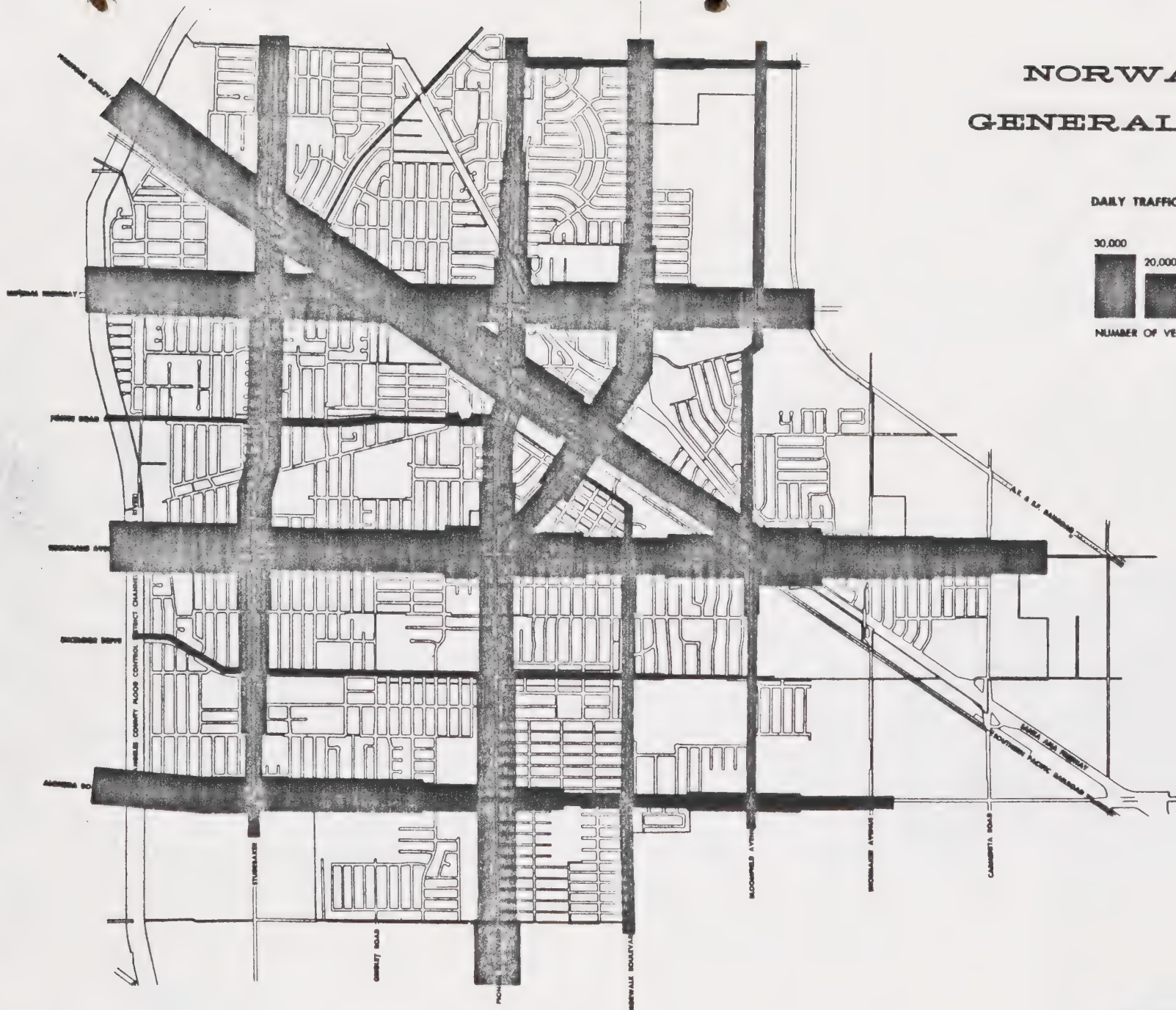
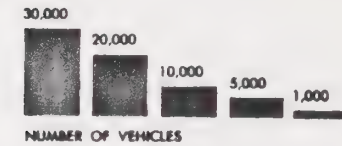






# NORWALK GENERAL PLAN

DAILY TRAFFIC VOLUMES - 1958



TRAFFIC VOLUMES  
NORWALK GENERAL PLAN  
FEBRUARY 1961

0 1/8 1/4 1/2 3/4  
SCALE IN MILES  
PLANNERS ENGINEERS







## MASTER PLAN OF HIGHWAYS:

The Master Plan of Highways does recognize the existing developed highway system and proposes several additions to the present highway plan. These changes are based upon future land uses and also upon the projected traffic volumes that are expected in the future.

delete  
&  
replace

37

Need Test on: select Street System?  
Truck Routes?  
Bus Routes?

**MAJOR HIGHWAYS:** It is recommended that Norwalk Boulevard be designated a major 100-foot highway between Roscrans Avenue and the north City boundary. Traffic studies indicate the need for this street standard on Norwalk Boulevard in this general area. The present high traffic volume on Norwalk Boulevard is attributed to the direct connection to the Santa Ana Freeway and the direct access to the central business district.

The Regional Planning Commission has also recommended that Norwalk Boulevard be designated as a major 100-foot highway north from the Santa Ana Freeway and through the Cities of Santa Fe Springs and Whittier to the north.

SELECT STREET SYSTEM?







# NORWALK GENERAL PLAN

## STREETS AND HIGHWAYS

●●●● EXISTING FREEWAYS

○○○○ PROPOSED FREEWAYS

— 100' MAJOR HIGHWAY

- - - 80' SECONDARY HIGHWAY

○ INTERCHANGE FACILITIES

*Revised symbol*

1 SHOW UNDER PASSES ON IMP?

2 Delete S. Antonio, Foster Rd Interoff

3 Extend Foster Rd thru S. Antonio

4 Show T. White Way, Avenida Manuel  
Salas, Proceber, Volunteria  
Civic Center area

5 - add 105 Fwy

6 - color in 1005 & delete "proposed"

7 - Show new Subdivisions

I hereby certify that this is the original

### STREETS & HIGHWAYS

adopted as a portion of the General Plan, otherwise known as the Master Plan or General Planning Guide, by Resolution P-99-60 on December 7, 1960.

*Arthur G. Gable* Arthur Gable  
Chairman

*Paul Irving* Paul Irving  
Secretary

I hereby certify that this is the original

### STREETS & HIGHWAYS

adopted as a portion of the General Plan, otherwise known as the Master Plan or General Planning Guide, by Resolution No. 696 on February 27, 1961.

*E. Frederick B...* E. Frederick B...  
City Clerk

*John J...* John J...  
Mayor



STREETS AND HIGHWAYS  
NORWALK GENERAL PLAN  
FEBRUARY 1961

0 1/8 1/4 1/2 3/4  
SCALE IN MILES  
PLANNERS ENGINEERS







**SECONDARY HIGHWAYS:** Several secondary highways are proposed to be added to the existing highway plan. These additions were based upon the existing street deficiencies and also upon projected land uses and estimated traffic volumes.

The following streets are designated to be additional secondary highways:

1. Woods Avenue, between Firestone and Imperial Highway — required to provide better local circulation within the proposed commercial zone.

2. Foster Road, between Bloomfield and Shoemaker Avenue — required to serve as collector street for adjoining residential development; access to proposed high school, existing elementary school and park site.

3. Orr and Day Road, north of Imperial Highway to Santa Ana Freeway — required to serve as collector street to large adjoining residential development; also connects to the Santa Ana Freeway system which will generate higher traffic volumes.

4. Gridley Road, between Alondra Boulevard and Rosecrans Avenue — high capacity required to serve traffic generated by Cerritos College; also additional north-south secondary highway needed in this general area.

5. Norwalk Boulevard, between ~~Front Street~~<sup>Firestone</sup> and ~~Lacust~~<sup>Foster Rd</sup> Street — required in order to provide access from Firestone Boulevard to Norwalk Boulevard directly, thus eliminating such thru traffic from the central business district.

In addition to the long-range proposals for streets and highways as set forth in this element of the General Plan, a detailed study was undertaken of the local street system within each neighborhood of the community. In connection with this study, proposals were made for street openings, widenings, and connections in order to improve circulation and traffic safety at the local neighborhood level. Many of the proposals and recommendations set forth in this study have been put into effect.







## SCHOOLS:

The Land Use Plan, density distribution, and population studies are all basic studies for school planning.

The Land Use Plan indicates what areas will be used for residential purposes. The assigned densities will indicate how many families will be living within a given area. The population studies reveal the composition and make-up of the individual family unit. With this information and knowledge, the school needs for the future can be measured within a certain degree of accuracy and these needs can then be programmed and planned for.

The administration and responsibility for the development of the local school system rest with the Board of Education of the local school districts; however, the responsibility for the development and administration of a General Plan, which includes the general location for schools, rests within the local governmental jurisdiction. It is obvious that this particular element of the General Plan requires close relationship between the local governmental agency and the local school districts. This is particularly true in the City of Norwalk, in that the school system for the City is characterized by six separate school districts, each of which serve portions of the City and portions of surrounding communities. Two of the school districts actually do not have school facilities within the City, which means that the students located within those districts must travel to areas outside the City for their schooling.

The six school districts which serve portions of the City as well as portions of surrounding communities are:

- Norwalk-La Mirada City School District
- Little Lake City School District
- Artesia School District
- Carmenita School District
- Excelsior Union High School District
- Whittier Union High School District.

At present the public school system within the City of Norwalk contains 20 elementary, 5 intermediate and 2 high schools. In addition there are 3 private schools within the City of Norwalk; the Norwalk Christian School, St. John of God School and the Brethren Elementary School. The study on schools within Norwalk reveals the following information regarding private schools:

SCHOOL	ACRES	STUDENTS	1973
Norwalk Christian School	1.75	<del>80</del>	50
St. John of God School	4.00	<del>856</del>	578
Brethren Elementary School	3.00	<del>190</del>	125
<b>TOTAL</b>	<b>8.75</b>	<b>1,126</b>	<b>483</b>
St. Linus School	5.48	—	271
Nazareth Christian School	3.05	—	—
Trinity Lutheran	4.34	—	33
	<b>21.62</b>		<b>1940</b>

Public Schools listed by districts located within Norwalk are as follows:

### NORWALK—LA MIRADA CITY SCHOOL DISTRICTS

	ELEMENTARY	ACRES	STUDENT POPULATION
	Hoxie Avenue School	11.39	714
	New River School	7.57	1,155
	Anna M. Glazier School	9.99	1,179
	D. D. Johnston School	7.35	1,113
Lampton	<del>Elmercroft School</del>	8.85	961
	Julia B. Morrison School	7.60	676
	John H. Nuffer School	8.45	720
Walnut	<del>Nettie L. Waite School</del>	5.55	690
Edmondson (4-275)	<del>Grayland Avenue School</del>	6.24	1,037
	Ralph Nottingham School	10.58	689
	Thomas B. Moffitt School	7.57	756
	John Dolland	9.84	740
	Cora Hargitt School	11.75	586
	Ramona School	7.77	517
	<b>INTERMEDIATE</b>		
	<del>Corvallis School</del>	16.53	744
	Los Alioso School	18.88	710
N.L. Waite	<del>Centennial School</del>	14.29	638
	<del>Henry L. Wright School</del>	20.69	613







# LITTLE LAKE SCHOOL DISTRICT:

ELEMENTARY	ACRES	STUDENT POPULATION
Studebaker School	9.70	765
William W. Orr School	9.29	894
Paddison School	11.53	637
Gettysburg School	7.02	307
Lakeland School	8.67	364
Crescen School	9.37	590

INTERMEDIATE	16.93	965
Lakeview School		

# ABC SCHOOL DISTRICT

ELEMENTARY	11.75	
NIEMER		
CABRERA SCHOOL DISTRICT:		
ELEMENTARY	ACRES	STUDENT POPULATION
Ramona School	7.57	515

# EXCELSIOR UNION HIGH SCHOOL DISTRICT:

HIGH SCHOOL	ACRES	STUDENT POPULATION
Excelsior High School	45.07	1,797
Norwalk High School	31.42	1,972
John Glenn High School	38.20	

The study of existing school facilities reveals that the public schools within the City of Norwalk occupy slightly over 5% of the total land area within the City, or some 340 acres. The study also reveals that there are 15,088 students in elementary schools, 3,670 in intermediate schools and 3,769 students in high schools. This gives a total of 22,527 school children attending public schools in the City of Norwalk, or slightly more than 25% of the total City population. With the student population of the private schools added to this, there are 23,653 school children, or more than 27% of the total City population.

# PUBLIC SCHOOL CHILDREN—CITY OF NORWALK

SCHOOL	STUDENTS	PERCENT
Elementary	15,088	67%
Intermediate	3,670	16%
High School	3,769	17%
TOTAL	22,527	100%

It's clear from the above chart that the "bulge" in the school pipe line is still in the elementary schools — this group accounting for 67% of the total student population. Consequently, in the immediate years ahead it appears that this "bulge" will move into the intermediate and high school groups. The programs of the local school districts also reflect this fact, in that the most recent and present construction of school plants has been predominantly in the intermediate and high school groups.

When the population boom started in the Norwalk area, the area was under the jurisdiction of Los Angeles County; consequently the Regional Planning Commission had some control of the development. School planning during this era resulted in the acquisition of needed sites as development proceeded. Although the ideal locations may not have always been achieved, sites were secured in practically all instances. Consequently, an evaluation of the over-all school needs within the community could be termed as "adequate" when compared to other areas.

Recent studies indicate that the school site acquisition program, as related to the City of Norwalk, has reached a degree of maturity. This is based on the following:

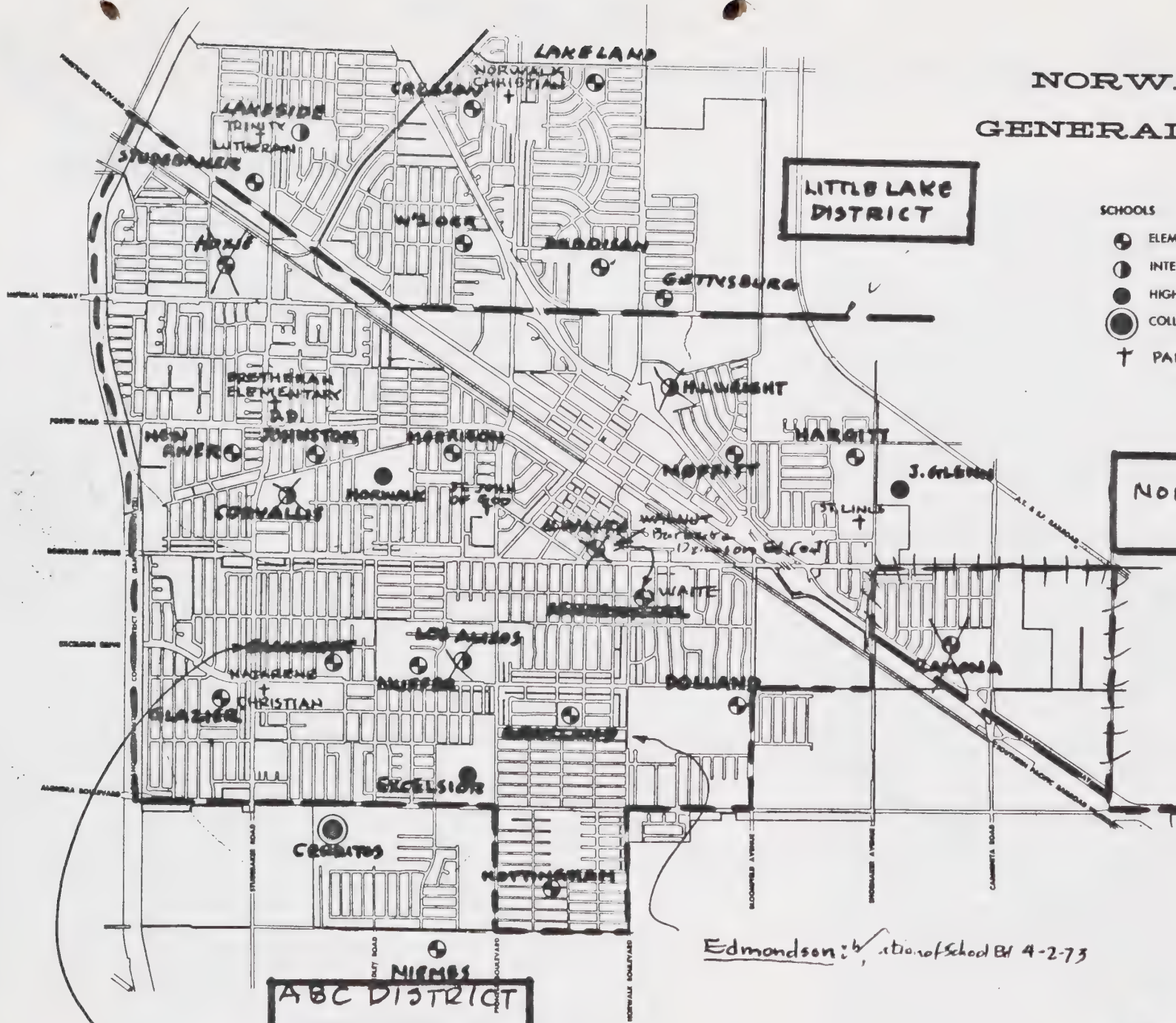
1. The population studies made in conjunction with this report indicate a leveling off of population to an average of about 1,200 persons per year for the next five years.
2. The future population increase is expected to be predominantly in multiple family housing, which is characterized by childless adult families.
3. This increase in population will be offset somewhat by the removal of about 550 existing homes, or about 2300 people, by the San Gabriel Freeway.
4. New single family residential development, which is the major contributor to the school population, will be limited, due to the increasing scarcity of available land within the community.







# NORWALK GENERAL PLAN



## SCHOOLS

- ELEMENTARY SCHOOLS
- ◐ INTERMEDIATE SCHOOLS
- HIGH SCHOOLS
- ⊙ COLLEGES
- † PAROCHIAL OR PRIVATE ELEMENTARY

## NORWALK LA MIRADA DISTRICT

I hereby certify that this is the original

### SCHOOLS

adopted as a portion of the General Plan, otherwise known as the Master Plan or General Planning Guide, by Resolution P-88-89 on December 7, 1988.

*Arthur Gervais* Arthur Gervais  
Chairman  
*Neil Irving* Neil Irving  
Secretary

I hereby certify that this is the original

### SCHOOLS

adopted as a portion of the General Plan, otherwise known as the Master Plan or General Planning Guide, by Resolution No. 685 on February 27, 1961.

*E. Friedrich Blum* E. Friedrich Blum  
City Clerk  
*John Zimmerman* John Zimmerman  
Mayor

Edmondson: by action of School Bd 4-2-73

Lampton: by action of School Bd. 1973



## SCHOOLS

NORWALK GENERAL PLAN  
FEBRUARY 1961



VOORHEES TRUNDLE CO.

PLANNERS ENGINEERS







# Open Space / Recreation Element

## OPEN SPACE

### ~~PARKS AND RECREATION ELEMENT~~

As our communities continue to grow, there is an increasing awareness of the need for open areas — breathing spaces. With an ever increasing number of people being concentrated into our cities, the scarcity of open space becomes more apparent, and as more and more area is put to urban use, the demand and need for park and recreation areas will be ever increasing. Arguments are no longer needed to prove that recreation is not only a desirable but also an essential function of modern government.

The City of Norwalk is within the Southeast Recreation and Park District. This district is responsible for all the public park areas and recreational activities within the City of Norwalk. The district was organized in 1939 under the 5400 series of California Public Resources Code. The local governing Board of Directors was established in 1955. The Southeast Recreation and Park District serves the communities of Norwalk, ~~Belmont, Torrance, and~~ La Mirada.

In the development of the Park and Recreational Element of the General Plan, several guiding principles were formulated which were used as the general approach to the selection and location of the various types of facilities.

1. The neighborhood and community concept was followed, which would permit the greatest use per acre and would provide for the greatest need.

2. The proposed system should provide facilities for all age groups.

3. The proposed system should be based upon a thorough evaluation and analysis of existing local and regional facilities.

4. The proposed system, both existing and future, should be integrated with all other sections and elements of the General Plan.

In other studies made in connection with the General Plan, several important facts were brought to light, which in turn are reflected in this element of the General Plan.

1. The City of Norwalk is rapidly running out of vacant land, with more than 86% of the area of Norwalk already developed.

2. The acquisition of substantially improved property might prove to be economically unfeasible and should be avoided wherever possible.

3. The preponderance of young families indicates the need for facilities located at the neighborhood level, within easy walking distance.

4. In the immediate years ahead there will be an increasing teen-age population, and the community facility will satisfy the greatest need for this age group.

**NEIGHBORHOOD PARKS:** The neighborhood park generally serves the area which is served by an elementary school. Ideally, the neighborhood recreation center is a combination school and recreation park that provides space for outdoor and indoor recreation activities. Some neighborhood recreation centers, however, are on sites away from schools. Regardless of location, the neighborhood recreation center is planned primarily for children approximately 5 to 14 years of age and for family groups, and includes areas for pre-school children.

Like the elementary school, it is within walking distance of the homes in the neighborhood.

**COMMUNITY PARKS:** The community park generally serves the area served by one or more secondary schools. The area involved is usually a recognized section or district of the City. The community park facilities are planned primarily for young people and adults, and provide outdoor and indoor facilities to meet a much wider range of recreational interests than the neighborhood center. Such facilities usually include fields and courts for various sports; swimming pool; a community center building for crafts and social activities; family picnic areas and play lots. The facilities provided at the neighborhood center are also provided at the community center.

needs

revision

not current

not current

not current

not current







# NORWALK GENERAL PLAN

## PARKS AND RECREATION

- ▲ COMMUNITY PARKS
- ◆ NEIGHBORHOOD PARKS

✕ DENOTES DELETED PARK



I hereby certify that this is the original  
**PARKS & RECREATION**  
 adopted as a portion of the General Plan, otherwise  
 known as the Master Plan or General Planning Code,  
 by Resolution P-60-68 on December 7, 1968.  
*Arthur Gaudin* *Neal Irving*  
 Chairman Secretary

I hereby certify that this is the original  
**PARKS & RECREATION**  
 adopted as a portion of the General Plan, otherwise  
 known as the Master Plan or General Planning Code,  
 by Resolution No. 685 on February 27, 1963.  
*E. Friedrich* *John J. Zimmerman*  
 City Clerk Mayor



VOORHEES-TRINDLE CO.

**PARKS AND RECREATION**  
 NORWALK GENERAL PLAN  
 FEBRUARY 1961

0 1/8 1/4 1/2 3/4  
 SCALE IN MILES  
 PLAN SHEET 20-10-10-10-10







**EXISTING FACILITIES:** Existing developed sites within the City are limited to Norwalk Park and El Encanto Park, both of which are classified as community centers. In addition, the Little Lake Park is located adjoining the north City boundary and serves as a community center for the northerly portion of the City of Norwalk.

Recent acquisitions by the Southeast Recreation and Park District include five additional sites, which are scheduled for development in the immediate future. These recently acquired sites are as follows:

1. A 10 acre site at Shoemaker, just south of the Cora Hargitt School.
2. A 3 acre site adjoining the easterly boundary of the William W. Orr school at Dune Street.
3. A 1½ acre site at Excelsior Drive and Fairton Street.
4. A 5 acre site on the southerly side of Excelsior Drive adjoining the west boundary of the John Dolland School.
5. A 5 acre site adjoining and north of the Hoxie Avenue School.

The recent additions by the Southeast Recreation and Park District total approximately 23 acres.

The total acreage — both existing developed facilities and acquired undeveloped sites, is 66 acres. This total includes the Little Lake Park, which is estimated at 50% service to the City of Norwalk.

A review of the existing developed park-recreation system within the City shows about 33 acres of land or about ½ of 1% of the total City area devoted to such use. Development of acquired sites would increase this amount by 23 acres, to a total of 56 acres, which would be about 4/5 of 1% of the total City land area. This would be about 1 acre of park-recreation area for each 1,575 persons.

In the sample survey which was conducted in connection with the inventory and research section of the General Plan report, several inquiries regarding parks and recreation were included. The reason for the inclusion of questions on parks and recreation facilities was mainly to obtain the attitude of the citizenry on this matter.

In response to the question if additional park and recreational facilities are needed in Norwalk, 48% responded yes; 33% responded no; and 19% volunteered "don't know." The 48% who indicated that additional park and recreational facilities are needed were then further questioned as to the types of facilities they would prefer. The results of this inquiry were as follows:

Neighborhood type	66%
Citywide type	13%
Both	18%
Don't know	4%

It should be noted that two out of every three persons indicated that they would prefer additional neighborhood type facilities. It should be also noted that 96% of those questioned had a definite opinion on this subject and only 4% gave a "don't know" answer.

Based upon the principles as stated above, the General Plan proposes the expansion of 3 of the existing park sites and the addition of 7 new park sites. This would add about 91 acres to the existing park system within the community and would provide a total of about 158 acres of park area within the community.

The plan proposes a comprehensive park and recreation plan closely related to citywide, community and neighborhood needs, with the eventual development of 9 neighborhood parks and 5 community parks. The General Plan shows the approximate location and the types. A summary of the General Plan proposal is as follows:

**9 Neighborhood Parks**

3 existing

1 existing (enlarged)

5 new facilities

9 total neighborhood parks

**5 Community Parks**

1 existing

2 existing (enlarged)

2 new facilities

5 total community parks







## GENERAL PLAN GUIDE FOR PUBLIC BUILDINGS

The conduct of government and the furnishing of essential public services require that buildings and facilities of many different types be accommodated within the City.

Public buildings and facilities usually include, in addition to municipal & special service districts, certain county, state and federal facilities. The City Hall is usually the dominant municipal building in the community and normally contains the space requirements needed to carry out the primary administrative services of the local community. Many county, state and federal administrative services may be most advantageously located in close proximity to this municipal service building, since the functions of the various governmental agencies are generally inter-related. Therefore, in order to provide for the most efficient operation of the various agencies, the grouping of these public buildings is usually advantageous. The resultant civic center concept permits joint use of certain facilities and provides the public with the convenience of transacting business with several public agencies at one site location. One of the strongest reasons for the grouping of public buildings in a civic center is undoubtedly the increased dominance and aesthetic significance gained by each building when it is an integral part of a harmonious composition. The civic center therefore becomes a symbol of the civic interest and cultural attainments of the citizens. Although cultural buildings such as an art institute, museum, civic auditorium or library have little in common with administrative services, their placement in the civic center grouping permits greater aesthetic significance than if such facilities are erected at scattered locations. Dual use of parking facilities for these cultural buildings may also be achieved, if placed in the civic center, due to the after office hour use of some of these facilities. Some public services are better located outside of the civic center. Neighborhood type facilities such as fire stations, branch libraries, maintenance yards and equipment storage areas should be located central to the area to be served. Public utility services such as electrical distribution stations, water system facilities, sewage treatment plants, etc., generally are located by controls of service area and terrain considerations. Administrative offices of public utility services may be advantageously located in the civic center area, particularly if such utilities are publicly owned and operated.

P. F. Jones

Landscaping - Setbacks  
Parking - Access

### Existing Public Buildings and Facilities in Norwalk

Existing public buildings and facilities are concentrated generally within the central City area. The location of most facilities is convenient in respect to public accessibility.

CITY: Present municipal services, which are not contracted with County or private firms, are conducted in the surplus school building located on the easterly portion of the Nellie L. Waite School Site at Rosecrans Blvd. and Norwalk Blvd. This building is scheduled for razing and permits only temporary use as a city hall. The City also maintains a garage and equipment storage yard north of Rosecrans Avenue and east of Madris Avenue. County facilities now serving the City are located as follows:

1. Building and Safety Department and Health Department are located on Firestone Boulevard, east of Norwalk Boulevard.

2. Police facilities are located at the northeast corner of Firestone Boulevard and Pioneer Boulevard in the Sheriff's Substation Building.

3. Library facilities are located on San Antonio Drive, south of Foster Road.

4. Fire fighting facilities consist of 2 stations:

- (1) Located on Adoree Street just west of Norwalk Boulevard.

- (2) Located on Alondra Boulevard at Maidstone Avenue, which is proposed to be relocated in a new building about  $\frac{1}{4}$  mile westerly at Alondra Boulevard and Longworth Avenue.

5. Park and Recreation offices are located in Norwalk Park.







**STATE** facilities consist of the following:

1. A State Highway office located on Firestone Boulevard east of Norwalk Boulevard.
2. The Norwalk-Metropolitan State Hospital located in the northeast corner of the City between Norwalk Boulevard and Bloomfield Avenue north of Imperial Highway.
3. The California State Youth Authority located east of Bloomfield Avenue, north of Foster Road.
4. A branch office of the State Division of Architecture located on Imperial Highway, east of Volunteer Avenue.

**FEDERAL** governmental buildings and facilities consist of the following:

1. A main post office located on Firestone Boulevard between Kalnor Avenue and San Antonio Drive. A branch post office is maintained at Pioneer Boulevard and Valencia Street.
2. A U. S. Air Force fuel storage depot located at Excelsior Drive and Norwalk Boulevard.

### **A Civic Center Study**

During the formative stages of the General Plan development, in January 1959, at the request of the City Council, a special Civic Center Report was prepared. This report considered 15 site possibilities which were reduced to 5 after joint Planning Commission and City Council meetings were held and all related factors discussed. Based upon the results of the study, the 5 sites were graded on the basis of over-all desirability.

The desirability of attempting to provide for a civic center has been given thorough study in relation to the economic feasibility of each of the proposed sites, street accessibility and service area. Existing facilities which should be a part of a civic center development were analyzed and their locations and accessibility studied.

The scarcity of vacant land will make site acquisition for future county, state or federal facilities much more costly at a later date at any other location than the site recommended.

Based upon the above factors and all other elements of the General Plan, it is determined that the site near the intersection of Imperial Highway and Norwalk Boulevard be designated as the Civic Center Site. This site will permit development of necessary municipal, county, state and federal administrative facilities to serve the City and surrounding regional area. It will also provide space for future cultural buildings which may be desired by the community, as well as necessary off-street parking and aesthetic considerations to provide a harmonious design.

It is not within the scope of this report to determine the space requirements, space allocation or precise use which will be contained within the civic center. However, it is recommended that preliminary study be undertaken within the early stages of planning such a facility.







# NORWALK

## GENERAL PLAN

Identify each site  
by number or specific  
name

### PUBLIC FACILITIES

⊕ CIVIC CENTER

+ FIRE STATIONS

Ⓛ LIBRARY

■ OTHER PUBLIC FACILITIES

■ Social Service Center (Alondra)

■ State Dept of Human Resources  
(Phoenix) (Employment)

■ Social Security (Magdal Bldg)

■ Mental Health (old B of A Bldg  
on Firestone)

■ Welfare (across from Sup. Ct.)

■ State Dept of Rehab. (Sutcliffe)

■ P.O. branch in Reddison Sq.

⚡ Electric Distribution &  
Transmission Stations

★ Air Force Tank Farm(?) don't show?

■ Well Site S. Act A Foster

I hereby certify that this is the original

### PUBLIC BUILDINGS

adopted as a portion of the General Plan, otherwise  
shown on the Master Plan or General Planning Guide,  
by Resolution P-50-60 on December 7, 1960.

*Robert Blake Neal Spring*  
Arthur Gertel Neal Spring  
Chairman Secretary

I hereby certify that this is the original

### PUBLIC BUILDINGS

adopted as a portion of the General Plan, otherwise  
shown on the Master Plan or General Planning Guide,  
by Resolution No. 600 on February 27, 1961.

*E. Fredrick Blum John J. Zimmerman Jr.*  
E. Fredrick Blum John J. Zimmerman Jr.  
City Clerk Mayor



PUBLIC BUILDINGS  
NORWALK GENERAL PLAN  
FEBRUARY 1961

0 1/8 1/4 1/2 3/4  
SCALE IN MILES

PLANNERS ENGINEERS







## GENERAL GUIDE PLAN FOR AESTHETICS

A pleasing appearance is one of the most valuable assets of a city, and it is unfortunate that American cities have generally relegated aesthetic considerations to a minor role in an effort to achieve economy and efficiency. Beauty is most often limited in American cities to preserving those natural features which are recognized as particularly beautiful assets.

Aesthetic considerations or beauty are difficult to define when related to the appearance of cities, since they cannot be measured or legislated. Nevertheless, there are many ways that aesthetic considerations may be introduced into the building of a city. Public buildings such as city halls and court houses are usually designed with careful consideration for their appearance. Other public facilities such as fire stations and maintenance yards are given additional consideration as to their appearance. A marked trend toward achieving a more attractive appearance in new commercial and industrial construction has been noted in the past few years. These efforts are usually isolated spots of beauty but are being recognized and given greater consideration in more and more new developments.

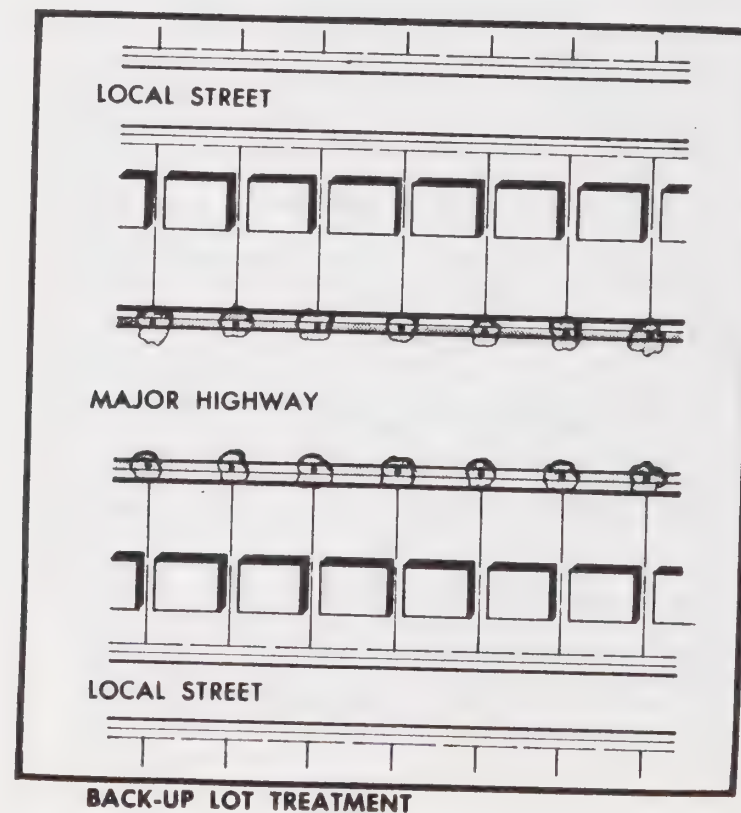
Urban beauty can be achieved by proper design and placement of power poles, fire hydrants, trash receptacles, lighting standards, parking meters, street name signs, traffic control signals and regulatory traffic signs.

In past years legislation enacted for the primary purpose of improving appearance or for the aesthetic betterment of the community has been declared unconstitutional. In recent years, however, court decisions have increased the scope of the police power regulations, since the complexity of modern life involves so many factors closely connected with the health, safety and convenience of the community. In a decision of the United States Supreme Court in 1954, which upheld the constitutionality of the District of Columbia Redevelopment Act of 1945, the language of Justice Douglas included the following: "Public safety, public health, morality, peace and quiet, law and order — these are some of the more conspicuous examples of the traditional application of the police power to municipal affairs. Yet, they merely illustrate the scope of the power and do not delimit it . . . The concept of the public welfare is broad and inclusive . . . The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled . . ."

Irrespective of the broadening scope of legislative authority in respect to aesthetic appearance, a workable, effective program must be aimed at producing continuing community support and direction, and such a program must be properly integrated with other community needs and economic conditions.

An effective program for the planting and maintenance of street trees is one of the best and most economical means of creating aesthetic beauty.

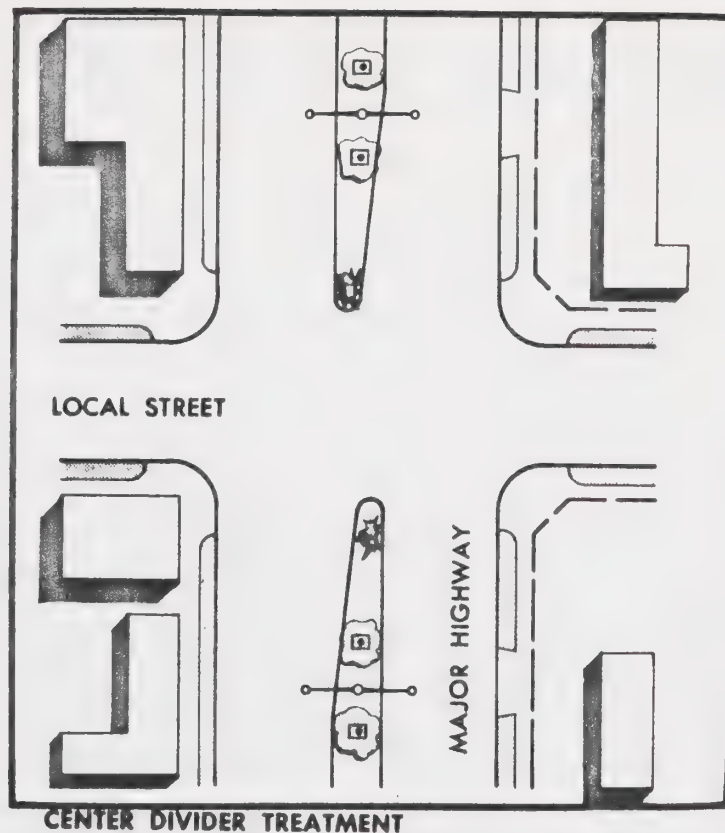
The City of Norwalk has already made a definite move toward achieving some degree of aesthetic planning. The recently prepared Master Plan for Street Trees will permit the selection of proper tree species and assure the uniformity necessary to provide the greatest return from a street tree planting program. Vehicular traffic is controlled on a large percentage of the local residential streets in the City by concrete curbs. Street trees planted on these streets are, therefore, adequately protected from damage. In areas where curbs have not yet been installed, street tree planting should await the construction of curbs so that the trees will be protected from vehicular destruction.











Residential - for vehicle parking areas  
 Commercial - screen landscape parking areas  
 Industrial - screen landscape parking areas & storage areas  
 Public - include public bldgs, streets, parks & semi-public areas or utility areas such as RR rights of way, power line rights of way etc.

Several outstanding opportunities appear to be available within the City to achieve beautification at nominal cost . . . Many of the major and secondary highways were laid out with parallel service or frontage roads. The primary function of these frontage roadways is to control vehicular access to the parallel major traffic-carrying roadway.

Planting of these divider strips between the frontage road and the main roadway would serve two distinct purposes. It would provide a parkway effect for the main traveled roadway and the frontage road, and relieve the wide expanse of paved area. In addition to this aesthetic value, and perhaps a more direct benefit, would be the safety and noise suppression factor which would result from this planting. The increased safety factor would result from the additional separation that would be provided between moving traffic on the main roadway and the service roadway. This factor would probably be most apparent at night due to the screening effect afforded for automobile headlights. The noise suppression factor is also important, since the adjoining properties along the frontage road are in practically all cases residential, and planting installed in the divider strips will absorb a considerable amount of the main roadway traffic noises.

A minimum amount of planting could result in substantial benefit. More elaborate landscape treatment could, of course, be utilized with desirable effect but at increased cost.

Additional street spaces needing attention, as a community project, are those parkway spaces along major or secondary highways where residential lots back up to the highway. A wall was usually required along the highway right-of-way line when the property was subdivided, and planting or maintenance of this strip between the major highway curb and the wall is seldom provided by the adjoining residents.





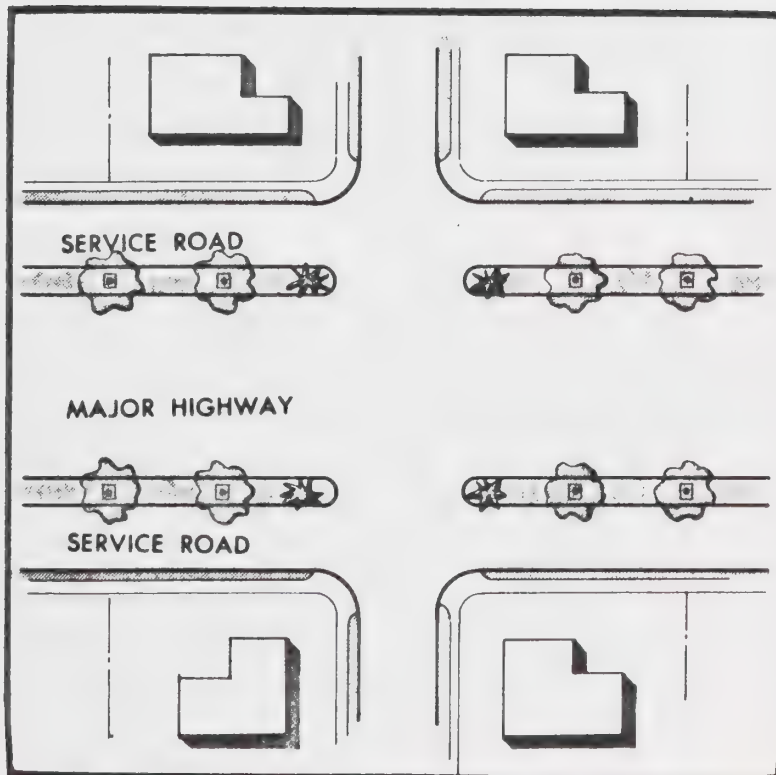


Other street spaces which could be beautified are center divider strips where sufficient width exists for planting purposes. Firestone Boulevard would permit this treatment and would do much to relieve the drabness which now is apparent along this major City entrance highway. Although the effectuation of such a program on Firestone Boulevard would require approval of the State Highway Department, it would appear that a plan which was carefully designed so as not to interfere with traffic safety would be acceptable to the Highway Department.

The above suggested locations for beautification are now within public rights-of-way. The general public would enjoy the amenities thus provided, as would the adjoining property owners. The installation of several well-designed plantings could soon provide a test as to public acceptance for expansion of the program. Maintenance of a properly designed planting would be relatively nominal if accomplished in conjunction with park and recreation maintenance. The program could be expanded, based upon public acceptance and availability of funds.

Limited planting within unusable portions of parking lots can do much to relieve the monotony of these wide expanses of pavement. Proper selection of trees and shrubs for this purpose need not interfere with traffic movement or lighting facilities. Limited street tree planting in commercial districts is also feasible at nominal cost.

Architectural controls regulating the construction and design of buildings and structures are regulatory means sometimes used in an attempt to provide a more attractive city. Opponents of this type of control believe this is simply a method of perpetuating an architectural style. Some local ordinances have attempted to provide a uniformity in style, while others have attempted to legislate to provide variety by requiring that a building permit be issued only if the building is substantially different than any other neighboring building. This difference of opinion as to the desirability of harmony as opposed to variety is evidence of disagreement as to what is beautiful. It is suggested that, in lieu of attempting to legislate in this field, the City attempt to instill an awareness of good design in the community by setting a good example in the design and construction of public buildings and facilities. In addition, community organizations can do much to foster this awareness of good design of private buildings and structures, since the benefits to the individual property owner or lessor are generally greater than the community benefit.



SERVICE ROAD TREATMENT









# EFFECTUATION

## EFFECTUATING THE GENERAL PLAN

The General Plan is an advisory document to guide future development. It is not a set of mandatory, hard and fast rules and regulations. Its effectiveness will depend upon understanding and acceptance by the public, and the degree to which it realistically interprets the economic and social needs for the expansion of the community. In the final analysis, as the people in the community buy and sell land, and build homes, schools, stores and factories, they are effectuating the General Plan.

It is not enough to develop and adopt a General Plan and then stop there, for the General Plan is not the consummation of the Planning Program. It is merely the point of beginning to assist in developing precise and controlling plans and programs.

California law provides procedures for devising and adopting the comprehensive long-range General Plan. It also provides the laws by which communities effectuate the General Plan.

**THE ZONING ORDINANCE:** The state law allows provisions for zoning. Zoning defines precisely what can and cannot be done on each parcel of land within the community. The Zoning Ordinance is a set of regulations which are designed to cope with immediate development. Although the Zoning Ordinance implements the General Plan, it does not immediately write into law all the recommendations of the General Plan. This is because the Zoning Ordinance has a much shorter time range. The Zoning Ordinance looks ahead approximately 5 to 7 years, whereas the General Plan looks ahead 20 years. For example, a certain area may be designated for industrial use on the General Plan, which is now in agricultural use. Zoning will hold the land in the agricultural classification and use until there is an apparent need for additional industrial land and until the proper utilities are installed. Zoning deals with the immediate situation; the General Plan deals with the long-range picture. Zoning is possibly the most effective means of implementing the General Plan.

**THE SUBDIVISION ORDINANCE:** Another effective means of implementing the General Plan is through subdivision controls. The Subdivision Ordinance sets forth the community's requirements for development standards and improvements. Adequate subdivision controls are necessary to insure that the minimum development standards and improvements are provided at the time of subdividing or cutting up of large parcels of land into smaller parcels of land. Thus the public is protected against future expenditure of funds to provide the necessary improvements which logically are the responsibility of the subdivider.

There is a close relationship between the subdivision of land and the long-range General Plan. Review and approval of subdivisions are necessary in order to integrate the division of land into the over-all land use pattern as reflected by the General Plan, including the street pattern, schools, shopping centers and other essential facilities.

**CAPITAL IMPROVEMENT PROGRAM:** The Capital Improvement Program is the listing, evaluating and coordinating of all the public projects needed by the City over the next few years. This type of program assures the proper timing and coordination of the construction and/or installation of the many public improvements which are indicated by the General Plan.

It is involved not only with the programming of these public improvements but also with the financial picture, which means "from what source are the needed monies coming."

The Capital Improvement Program is the coordinating of the need for, and the financing of public improvements with a continuously maintained General Plan. This has proven to be one of the most effective means of making planning "pay off."







The State Conservation and Planning Act assigns to the Planning Agency the task of the Capital Improvement Program review:

"65551 — Whenever . . . the Planning Commission and legislative body has adopted a Master or General Plan . . . no street, square, park or other public ground or open space shall be acquired by dedication or otherwise . . . and no public building or structure shall be constructed or authorized . . . until its location, purpose and extent have been submitted to and reported upon by the Planning Commission . . ."

#### COMMUNITY REDEVELOPMENT AND URBAN RENEWAL:

Urban Renewal and Redevelopment laws are some of the most recent tools made available to communities which are seriously attempting to plan their own future. These programs are designed to provide communities with the means of stopping the spread of blighted areas and slum conditions which are found in so many of our cities.

These blighted and slum areas have often been likened to a cancer, and, as with a cancer, the only effective remedy is to remove the infected parts and start afresh. This "Urban Surgery" is expensive and virtually impossible for private individuals to accomplish, and often very difficult for a community, acting alone, to carry out. Consequently the Federal Government has provided this program and aid to communities.

Urban Renewal and Redevelopment programs are dramatic and ambitious measures, and more and more of our communities have come to the realization that nothing short of this type of dramatic and ambitious program can do the needed job. More and more communities are also realizing the value of this tool for the implementation of the General Plan.

**PRECISE PLANS:** The state law also provides another method for the General Plan implementation. This method is by "Precise Plan." The adoption of the General Plan is a prerequisite to the adoption of a Precise Plan.

The precise planning process is involved with a more detailed study of particular areas or elements of the General Plan. Precise plans can be developed for civic centers, central business districts, future rights-of-way, offstreet parking — all of which must be based upon the adopted General Plan.

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With the adoption of the Norwalk General Plan, as herewith presented, one important phase of the Planning Program has been completed. However, it also marks the beginning of two continuing planning processes.

- 1) The utilization of all possible means to translate the plan into action.
- 2) The regular review, extension and modification of the General Plan. It is only through these processes that the plan will become a living and working document.

The General Plan should be periodically reviewed, perhaps every year, so that it will be kept abreast with new and changing conditions and technology.

The General Plan as herein presented is neither perfect, complete nor final because no plan which is long-range, comprehensive and general should be so considered.

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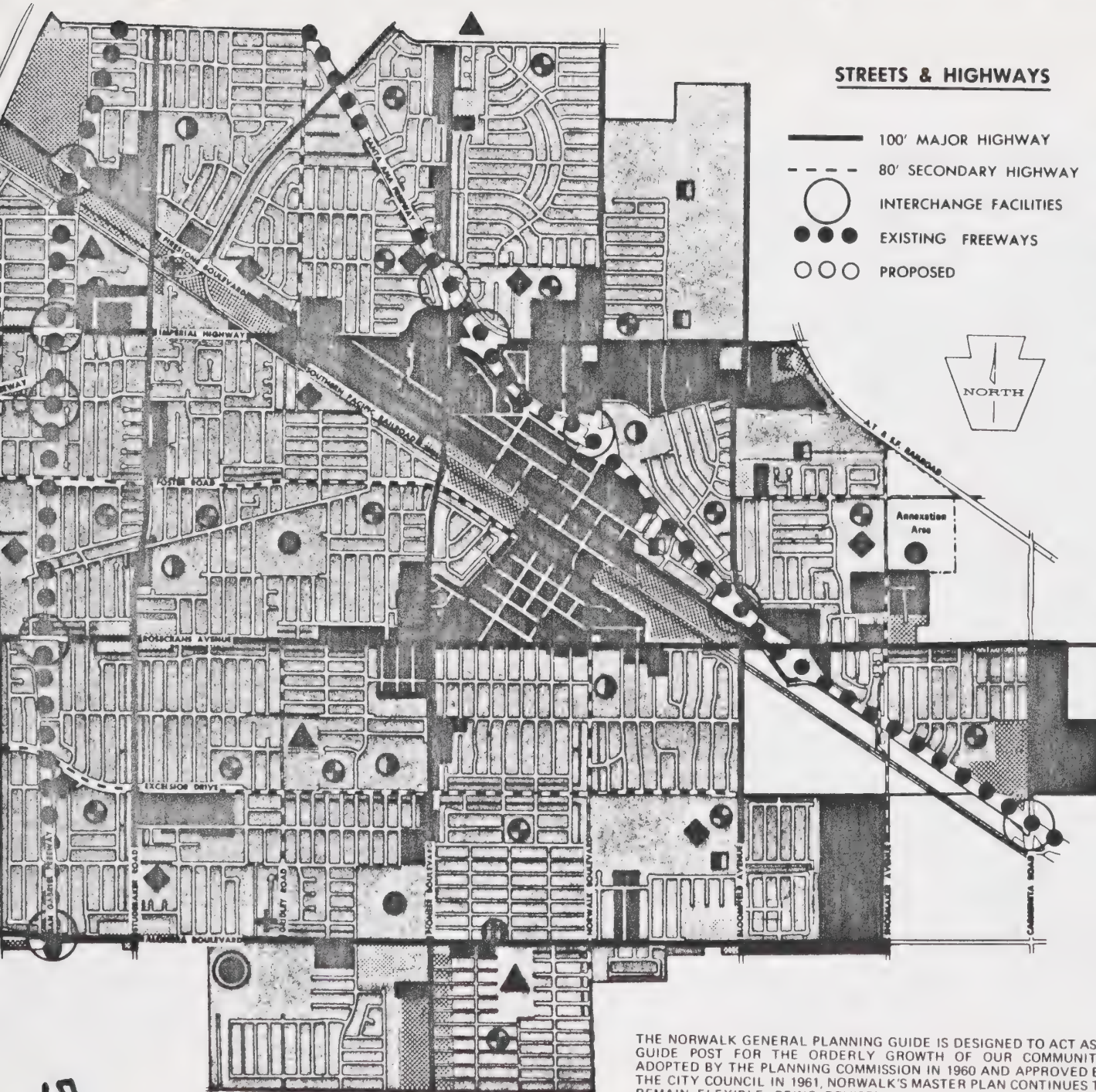
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# CITY OF NORWALK LAND USE MAP



## STREETS & HIGHWAYS

- 100' MAJOR HIGHWAY
- - - 80' SECONDARY HIGHWAY
- INTERCHANGE FACILITIES
- EXISTING FREEWAYS
- ○ ○ PROPOSED



## LAND USE

- LOW DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL - PROFESSIONAL
- RESTRICTED COMMERCIAL
- GENERAL COMMERCIAL
- LIGHT MANUFACTURING
- HEAVY MANUFACTURING
- OPEN TRANSITIONAL

## COMMUNITY FACILITIES

- ⊕ CIVIC CENTER  
City Hall  
Superior Court  
Library  
Sheriff
- Ⓛ LIBRARY
- ⊕ FIRE STATIONS
- ⊙ COLLEGES
- ⊙ ELEMENTARY SCHOOLS
- ⊙ INTERMEDIATE SCHOOLS
- ⊙ HIGH SCHOOLS
- ◆ NEIGHBORHOOD PARKS
- ▲ COMMUNITY PARKS
- OTHER PUBLIC FACILITIES

THE NORWALK CITY COUNCIL



Peter H. Fogarty  
Councilman

Arthur F. Gerdes  
Mayor Pro Tem

Robert E. White  
Councilman

R.F. Valdez  
Mayor

John Zimmerman, Jr.  
Councilman

THE NORWALK PLANNING COMMISSION



Herb Williams  
Chairman

George Landgren  
Commissioner

Cecil Green  
Commissioner

Orven Morris  
Commissioner

Bill Glasgow  
Vice Chairman

THE NORWALK GENERAL PLANNING GUIDE IS DESIGNED TO ACT AS A GUIDE POST FOR THE ORDERLY GROWTH OF OUR COMMUNITY. ADOPTED BY THE PLANNING COMMISSION IN 1960 AND APPROVED BY THE CITY COUNCIL IN 1961, NORWALK'S MASTER PLAN CONTINUES TO REMAIN FLEXIBLE, BEING REVISED ANNUALLY SO AS TO REFLECT CHANGING CITIZEN NEEDS.

COMPREHENSIVE PLAN

0 1/8 1/4 1/2 3/4

0 1/8 1/4 1/2 3/4

0 1/8 1/4 1/2 3/4







May 23, 1973

## GENERAL PLAN OPEN-SPACE, RECREATION ELEMENT

### I INTRODUCTION

#### A. Legislative Mandate

The surge of environmental concern has precipitated a series of amendments to the State Government Code increasing the responsibilities of cities and counties in their preparation and implementation of a General Plan. Programs must be prepared for a number of mandatory elements of the General Plan which are intended to protect and enhance our living environment, and provide protection and management of the natural resources within the State of California and its cities and counties.

State Legislation in 1970 added the "Open - Space Element" to the mandatory list; together with a requirement that an "Open - Space Zoning Ordinance", consistent with the Open-Space Element, be adopted.

A Recreation Element, although not required, is strongly recommended, and has been combined with the Open-Space Element because the terms "open-space" and "recreation" are nearly synonymous in Norwalk, as they are in many developed cities where the percentage of vacant or unimproved land is small.

#### B. General Situation in Norwalk

This area was primarily an agricultural area with a predominant dairy industry before urbanization. The boom of population growth due to the single-family residential construction in the late 1940's and 1950's left little of the land in its natural state. Today as a developed city with 92,000 people and no possibilities for expansion, there is no open-space land which can be classified as:

- 1) Open-space for the preservation of natural resource land, for the preservation of plant and animal life, streams, watersheds, etc.;
- 2) Open-space for the managed production of resources such as forests, agricultural land of economic importance for the production of food or fiber, mineral deposits, water areas for commercial fishing, etc; and
- 3) Open-space for public health and safety such as unstable soil areas,







flood plains, areas of high fire risk, and areas needed for the protection of water quality etc. These are 3 of the 4 open-space components the State of California is interested in protecting in undeveloped areas and as defined in the Government Code. The remaining component, open-space for outdoor recreation, including parks, areas of outstanding scenic, historic, or cultural value, and access to beaches, lakes, and streams etc., is the primary focus of the Open-Space, Recreation Element of the General Plan for Norwalk.

## II INVENTORY OF OPEN-SPACE

The existing open-space in Norwalk can be divided into four categories:

- 1) Recreation or recreation related land;
- 2) Agriculturally oriented land;
- 3) Public and quasi-public land; and
- 4) Privately owned but vacant land.

### A. Recreational Land

There are 11\* parks in Norwalk which are either neighborhood or community type facilities, plus two additional special facilities locations. Included in the parkland survey are playgrounds of schools within the City which participate in the Park District programs. The total amount of this officially administered recreational space is 70.6 acres.

School playgrounds, which are not officially administered by the park program are, however, open for recreational use and should also be included as available recreation space. These lands add 259 acres to the recreational area. If school playgrounds were not included in the recreational total, the sum of recreational land would be quite small.

The San Gabriel River Bike Path and Riding and Hiking Trail, which is under the Los Angeles County Department of Parks and Recreation runs along the Norwalk (east) side of the San Gabriel River Flood Control Channel. The linear strip includes approximately 7 acres.

The amount of recreation related land totals 336.61 acres.

\*Included is Little Lake Park located adjoining the north City boundary within the City of Santa Fe Springs. It serves as a community recreation center for the north portion of Norwalk and is computed at 50% service to Norwalk.







B. Agriculturally Oriented Land

The open-space value of remaining agriculturally oriented land in Norwalk is the future potential for recreational development. One vacated dairy site of 6.5 acres (Ratliffe Dairy) has recently been acquired by the Park District for park use; and approximately half of the 17 acres of an active dairy (Nottingham) is intended to be acquired for park use after the dairy is abated in 1974. The remaining 44 acres of agriculturally oriented land are used for nursery growing areas (Nawa, 4 acres; Orange County, 14 acres; Metropolitan Hospital 16 1/2 acres) and an active dairy (Vanderham 9 1/2 acres).

C. Public and Quasi-Public Land

Two freeways cross through Norwalk, the Santa Ana (Route 5) and the San Gabriel River (Route 605). With partial cloverleaf and linear entrance and exit ramps, in addition to adjacent parcels of land, there is a considerable amount of landscaped green area associated with the freeways. It is not suggested that the property is useable in the typical connotation; however, it does offer a valuable noise and sight buffer and a pleasant visual break in the city-scape. The parcels which are of a significant size, to provide an enhancing effect, total approximately 16 acres.

One corner of the City's Civic Center is a four acre grass field; it is frequently used by civic center employees and nearby residents for recreational pursuit.

Metropolitan State Hospital, 180 acres in size, at the northeast corner of the City has been rumored to be phasing out of operation. The property includes physical facilities in addition to considerable open area. Approximately 16 1/2 acres at the southeast corner of the property is used as a growing area (included in the paragraph on agriculturally oriented land) and has recently been acquired by a Private citizen in exchange for other property. Norwalk must remain cognizant of the potential resource the open space and facilities presents for providing future recreational facilities.

Southern California Edison fee owned land available for secondary use totals approximately 20 1/2 acres. Nine acres has been developed for com-







mercial recreation use by a miniature golf course and related uses; and 11 1/2 acres is leased for horse stables, pastures, nursery stock, or is vacant. The land is located generally along the northerly portion of the west boundary of Norwalk by the San Gabriel River Flood Control Channel. Several horse owners have negotiated easements or leased Edison property for keeping horses.

#### D. Privately Owned Vacant Land

The remaining undeveloped land in Norwalk is privately owned and vacant. A number of small lots and parcels are scattered through residential neighborhoods; and larger areas are either potential residential subdivisions, apartment sites, and/or commercial and manufacturing sites. Some of these properties are not located where they could provide useful park area; and should not be considered as open space as the land will most likely be developed to housing, commercial, or manufacturing uses.

### III RECREATIONAL FACILITIES: ADMINISTRATION, STANDARDS AND CRITERIA

#### A. Administration

The Southeast Recreation and Park District administers and is responsible for the public park areas and recreational activities within Norwalk as well as La Mirada and some unincorporated County areas. The district was organized in 1939 under the 5400 series of California Public Resources Code. The local governing Board of Directors was established in 1955.

#### B. Guiding Principles

Several principles were formulated for use as a guide in the selection and location of various park facilities for the original General Plan by the Park District and the City.

1. The neighborhood and community concept was followed to permit the greatest use per acre and provide for the greatest need.
2. The recreation and park system should provide facilities for all age groups.
3. The system should be based upon a thorough evaluation and analysis of existing local and regional facilities.
4. Parks and recreation, both existing and future, should be integrated







with all other sections and elements of the General Plan.

C. Neighborhood Parks

The neighborhood park generally serves the area which is served by an elementary school. Ideally the neighborhood recreation center is a combination school and recreation park that provides space for outdoor and indoor recreation activities. Some neighborhood recreation centers, however, are on sites away from schools. Regardless of location, the neighborhood recreation center is planned primarily for children approximately five to fourteen years of age, for family groups, and includes areas for preschool children.

Like the elementary school, it is within walking distance of the homes in the neighborhood. Ideally there should be a neighborhood park within reasonable walking distance for every resident in the City, or within approximately one-fourth mile.

D. Community Parks

The community park generally provides for the area served by one or more secondary schools. Its facilities are planned primarily for young people and adults, and provides outdoor and indoor facilities to meet a much wider range of recreational interests than the neighborhood center. Such facilities usually include fields and courts for various sports; a swimming pool; a community center building for arts, crafts and social activities; family picnic areas and play lots. The facilities provided at the neighborhood center are also provided at the community center.

The original General Plan notes that three community parks were the extent of the existing and developed sites in 1961, four years after incorporation of the City. Five sites had, in addition, been purchased for development as neighborhood parks and a special facility. Today three community parks, eight neighborhood parks, and three special facilities are available for recreational use. The special public facilities include two Olympic sized swimming pools and a golf course. During the intervening eleven years the additional park site acquisitions total 11.9 acres out of the 70.6 acre total, or 16.9 percent.







E. Regional Facilities

Numerous regional recreational and open space facilities are within reasonable driving distance for Norwalk residents. To the ocean is a 20 minute drive, the San Bernardino Mountains are approximately an hour's distance away. Camp grounds are available in canyon locations, and desert lands are within commuting distance for weekend trips. There is a 240 acre regional recreation park including an 18 hole golf course in neighboring La Mirada; and a regional park is planned for Cerritos.

IV RECREATIONAL OPEN SPACE: STANDARDS AND NEED PRIORITIES

A. Suggested Standards

The standard previously mentioned of six acres of open and recreation space per thousand people has been suggested by the U.S. Bureau of Outdoor Recreation; and has been adopted by the County of Los Angeles for regional recreation. However, the County standard for local recreation is 4 acres per 1,000 persons; and seems a reasonable standard for Norwalk because of the predominant detached single-family housing which provides some open space on each lot. With a population of 92,000 people, Norwalk needs 368 acres of open space recreational land in order to implement the standard of 4 acres per 1,000 people. The survey reveals there are 383.61 acres of open-space, park, and recreational land, with plans for 15 additional acres. This places Norwalk above the 4 acre per 1,000 guideline.

B. Need Priorities

From the City's inventory of existing open space it is evident that there are a number of potential recreation and open space areas throughout the City. The characteristics of relative need for recreational services in various neighborhoods are herein based upon the assumption that all citizens have important needs for recreation services. Because the amount of open-space provided equals recommended standards, the emphasis should be on the kind or type(s) of recreation provided to serve the most pressing needs; or emphasis on specific areas that may be deficient in certain park or recreational facilities.

Priorities for public recreation services necessarily consider areas with minimal existing services and maximum need. Criteria to be used in es-







efforts and assistance) together with protection and enhancement of existing facilities.

The following are recommended goals and policies:

1. Preserve and protect existing open-space, recreation, and park facilities.
2. Promote expansion of existing facilities and acquisition and development of new open-space, park and recreation facilities where appropriate.
3. Priority shall be given open-space and recreation programs for areas and citizens with the greatest need.
4. Encourage retention of appropriate private land for recreation and open-space needs.
5. Encourage development and expansion of private outdoor recreation facilities and open-space.
6. Encourage use of revenue sharing funds for assisting open-space and recreation programs.
7. Where new residential neighborhoods are added to the City, particular attention should be given to nearby open-space, parks, and the anticipated recreational needs of the area.
8. Promote acquisition and development of the Nottingham Dairy property for park and recreation use; and other specific or special facility properties appropriate or designated for Norwalk for open-space and recreational needs.
9. Promote development of open-space and park and recreation use for the Metropolitan Hospital property, Air Force Tank Farm, California Youth Authority, and other similar public lands if the facilities are closed and/or the use is changed.
10. Study revision of the Subdivision Ordinance to provide for dedication or payment of fees to assist in the acquisition and/or development of park and recreation land.
11. Encourage adoption of adequate open space zoning regulations to maintain open-space and park and recreation land and facilities.
12. Provide for annual review of open-space, park, and recreation needs and facilities for Norwalk.

## VI IMPLEMENTATION

Municipal actions to preserve open spaces rests on the government power to







regulate, in the interests of health, safety or the general welfare through land use, zoning, and subdivision controls and through the power to acquire private property for a public use or purpose.

A. Zoning Controls

Recent State legislation requires adoption of open space zoning provisions. Such provisions can greatly assist keeping existing open-space recreation land from being diverted to other uses.

Other Zoning controls can regulate density, require open-space as conditions of development, and provide for open areas on each development.

B. Subdivisions

The Subdivision Map Act (AB1150, Chapter 1809 - the Quimby Act) of 1965 authorizes cities to require by ordinance the dedication of land, the payment of fees in lieu thereof, or a combination of both, for park and recreational purposes as a condition for approval of a final subdivision. Revision of the Subdivision ordinance to provide for dedication or payment of fees could assist in the acquisition or development of future park land.

C. Acquisition

Fee simple interest in land or outright acquisition of all rights in the land is the most common form of acquisition. Other forms of interest include purchase of open space or recreation easements or development rights, or purchase and lease-back of land with restrictions. Use of revenue sharing funds for acquisition and assistance in development of open-space and recreation land would be an invaluable means of implementing open-space programs.

D. Tax Policies

Because the City has no property tax, policies are generally unavailable for local use to assure open-space. However, other agencies make use of tax exemptions, deferrals, partial rebates, and classifications as means of preserving open-space through tax relief. Real estate assessment policies can play an important role in preserving open-space; and land assessed at an undeveloped rather than partially developed value, removes







tax pressures on owners to sell or build for a speculative profit.

APPROVED AND ADOPTED BY THE NORWALK PLANNING COMMISSION on this  
23rd day of May, 1973.















March 21, 1973

## CONSERVATION ELEMENT

The San Gabriel Valley is part of the flood plain, which encompasses much of Southern California and provides parameters for the geography of Norwalk. The land is flat, and the San Gabriel River bed is dry most of the time. The land was primarily agricultural with a predominant dairy industry until the process of urbanization began. Because of its proximity to Los Angeles, 17 miles to the southeast and connected by free ways, Norwalk has developed into a suburban "bedroom" type community.

The natural land resources which the State of California seeks to protect through the Conservation Element of city's general plans do not exist in Norwalk. There are no resources such as standing or running bodies of water, forests, harbors, fisheries, wildlife, or minerals. Drainage of the land has, however, presented a problem in Norwalk although this is a problem of regional dimensions and not limited to the boundaries of the city. When the area was primarily agricultural the rate of absorption of the flat terrain was high, although major flooding did occur at times of particularly heavy rains.

Drainage in the present day context of Norwalk refers to flood rains runoff. Adequate channels were not provided to handle the increased runoff which was one effect of continual urbanization. Flooding conditions resulted in practically all areas of the city because the remaining open ground could not absorb even small rains. A series of Los Angeles County Flood Control bond issues were passed and the San Gabriel River Flood Control Channel was built. The channel follows the San Gabriel River bed located along the west city boundary, and constitutes the only river in the city. Final stage of the project was completed when the channel walls were lined with concrete in 1967-68. It is a major factor in the regional flood control system and is maintained by the Los Angeles County Flood Control District. Norwalk augments the system locally through its Public Works Department with a storm drain system, a network of streets designed to carry overflow water, and a program of grading properties which would otherwise flood with even slight rains. The flood control channel in conjunction with the City's storm drain system, are adequate to handle any potential flood hazard.







There is no threat of major soil erosion due to the flatness of the terrain together with the existence of the flood control channels and storm drain systems.

There are no natural watershed areas in the City nor any rock or sand and gravel resources; the zoning ordinance provides for the extraction of oil under stringent regulations; air quality is regulated by the Air Pollution Control District on a county wide basis; and commercial and industrial wastes are regulated locally in the City by the Los Angeles County Engineer Project Planning and Pollution Control Division to protect ground water from being contaminated.

To maintain the environmental quality of the City an Environmental Impact Report is required for specified developments and other activities which may have a significant impact on the environment. Consideration shall be given to the following:

1. The environmental impact of the proposed action.
2. Any adverse environmental effects which cannot be avoided if the proposal is implemented.
3. Mitigation measures proposed to minimize the impact.
4. Alternatives to the proposed action.
5. The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity.
6. Any irreversible environmental changes which would be involved in the proposed action should it be implemented.
7. The growth inducing impact of the proposed action.

APPROVED AND ADOPTED BY THE NORWALK PLANNING COMMISSION on this 21st day of March, 1973.







NOISE ELEMENT







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As a part of the General Plan, the Noise Element concentrates upon transportation noise which in Norwalk emanates from freeways, street traffic, and railroads. Generally, Norwalk does not suffer from excessive aircraft noise which in many communities constitutes a serious problem.

The element discusses the various characteristics of noise and delineates in general fashion the consequences of excessive noise; inventories and analyzes the major noise generators in Norwalk; and recommends a variety of strategies and programs to alleviate, or at least lessen, noise pollution within the city.

## NOISE CHARACTERISTICS AND EFFECTS

Noise is frequently defined as being unwanted sound generally characterized by loudness. Other characteristics, however, such as frequency, pitch, duration, cyclic consistency, the presence of masking noises in the area, and the sound's familiarity play an important role in the amount of dissatisfaction to be caused by noise.

Noise can have a variety of effects to include: physiological (temporary or permanent loss of hearing, headaches, muscle tension, nausea and fatigue, as examples); psychological (symptoms of anxiety, anger, and hallucination); sociological (the ability to communicate or comprehend in group situations); and economic (loss of efficiency and production, reduction of property values, and costs for abatement measures).

A variety of noise measurements have been developed to measure different aspects of noise from different noise sources. The noise measurements defined below are presently the most commonly used in identifying noise conflicts and establishing noise standards. Because the science of noise impact is changing, particularly with regard to overall measurements of noise exposure from all sources, the City should remain alert to developments in this field, and adopt improved measures in its standards as they become available.

### Noise Measures

Decibels (db): The simplest measurement, related directly to the amount of sound energy in the sound signal. The relation is logarithmic, so an increase of ten times in sound energy increases the noise level in decibels by 10 units, and doubling the sound energy increases the noise level in decibels by about three units.







A-Weighted Decibels (dBA): The basic measurement in decibels modified to better relate to the sensitivity of the human ear. Higher frequency sound signals are accentuated in this measurement. A sound 10 decibels higher on the A-scale than a given sound is perceived as approximately twice as loud as the first sound. This noise level is simple to measure with inexpensive instruments and is commonly used in establishing standards for maximum noise levels of equipment, noise standards for industry, etc. It is the basic measure used in California noise standards.

Community Noise Equivalent Level (CNEL): A measure of the noise environment over an extended period of time, such as a day, week or year. This measure is computed by adding the contribution of individual noise events above a threshold level and accounting for the time each event lasts above the threshold. The individual noise events are further weighted by time of day in which the event occurs. The CNEL was developed for California noise standards and is used in regulation of airport noise.

## NOISE STANDARDS

Standards have been developed by the Department of Housing and Urban Development (HUD) for Clearly Acceptable, Discretionary-Normally Acceptable, Discretionary-Unacceptable, and Clearly Acceptable noise levels for a variety of land uses. These standards are delineated in Figure 1 and are based on Community Noise Equivalent Levels as described in the preceding section. As an example of the use of Figure 1, if a proposal for a hospital is received by the City and the CNEL reading at the proposed site is between 65 and 75 dBA it should be considered as a Normally Unacceptable site for such a use. It would only be considered acceptable if "unusual and costly building construction" is made "to insure adequate performance of activities."

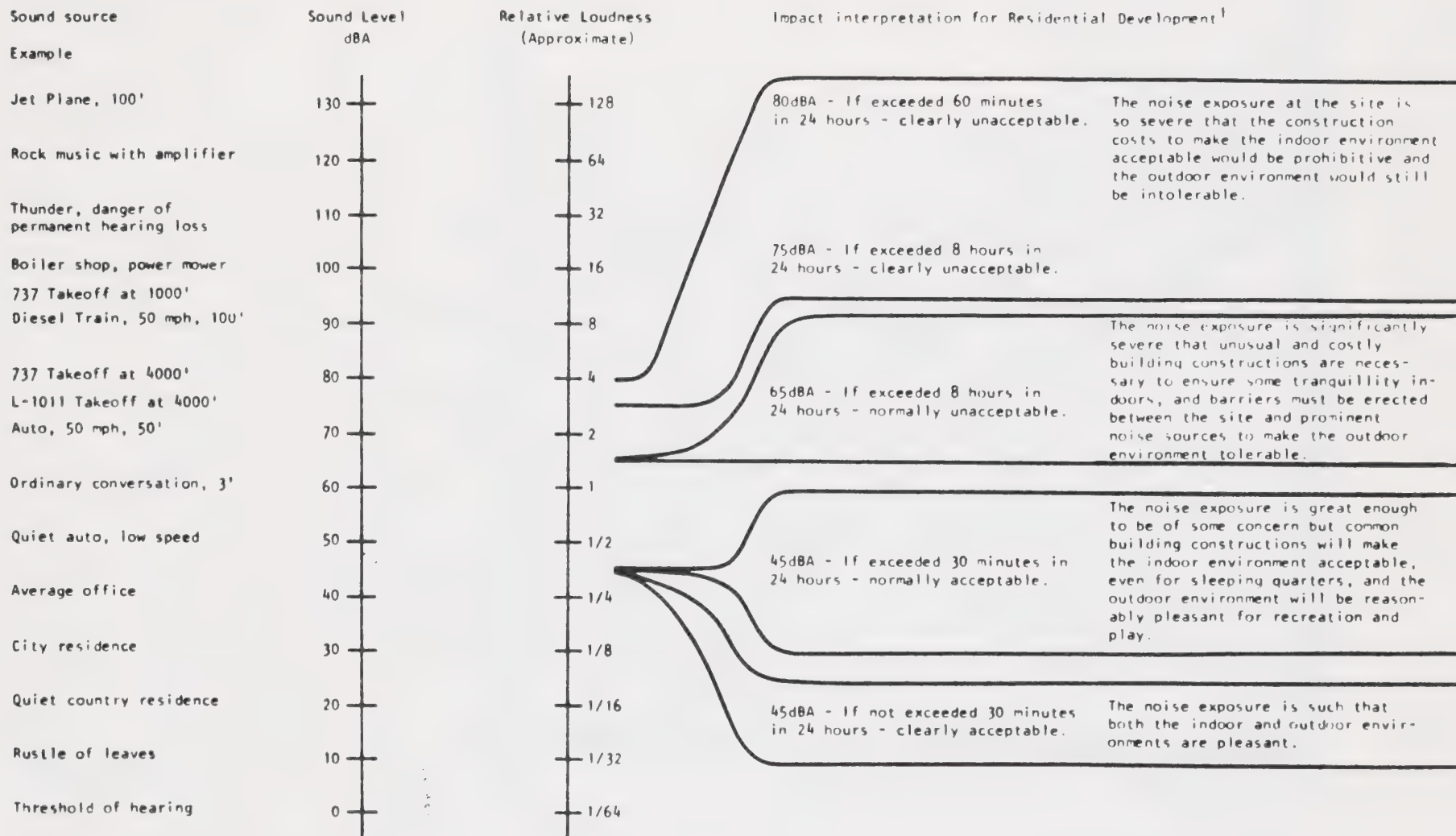
An example of how common sounds relate to the HUD noise standards is delineated in Figure 2. A Boeing 737 at take-off 4,000 feet away has a noise reading of 80 dBA. Should that sound level be exceeded for 60 minutes in a 24 hour period in a particular area, that area would be "Clearly Unacceptable" for residential development.

Another noise guideline is shown in Figure 3 which indicates the width of "Normally Unacceptable" noise zones from street center lines based on the speed and the peak hour number of vehicles on a particular street. If a street is carrying 2,000 automobiles at peak hour with an average speed of 45 miles per hour the width of the zone Normally Unacceptable for residential development would be 200 feet on each side of the centerline.









<sup>1</sup>Noise Assessment Guidelines, HUD, 1971

FIGURE 1

COMMON SOUNDS RELATED TO NOISE STANDARDS







WIDTH OF  
'NORMALLY UNACCEPTABLE'  
NOISE ZONE FROM  
STREET CENTERLINE

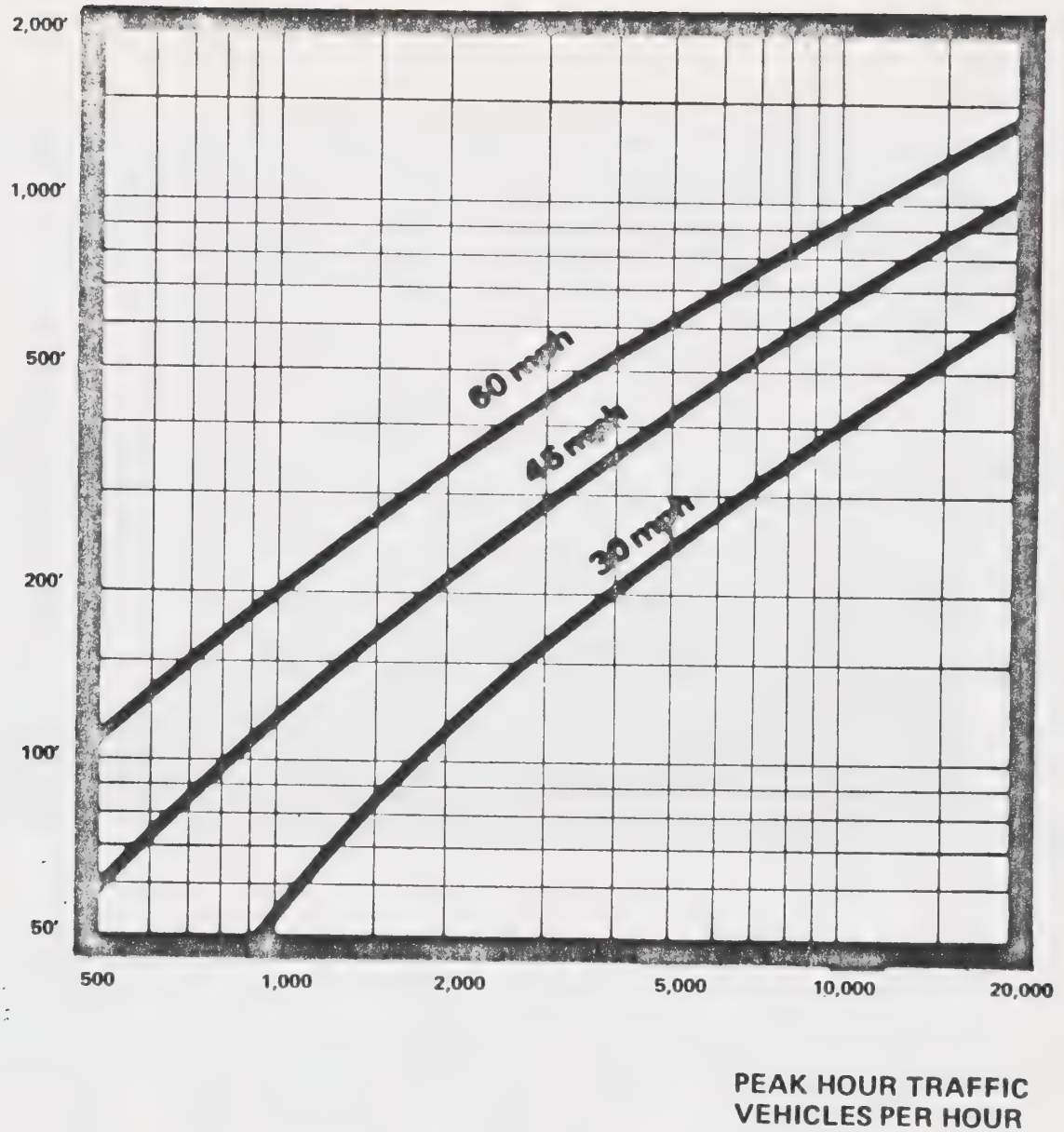


FIGURE 2

TRAFFIC SPEED/VOLUME  
RELATED TO NOISE IMPACT







LAND USE	Community Noise Equivalent Level					
	55	60	65	70	75	80
Residential- Single Family, Duplex, Mobile Homes						
Residential- Multiple Family						
Transient Lodging						
School Classrooms, Libraries, Churches						
Hospitals, Nursing Homes						
Auditoriums, Concert Halls, Music Shells						
Sports Arenas, Outdoor Spectator Sports						
Playgrounds, Neighborhood Parks						
Golf Courses, Riding Stables, Water Recreation, Cemeteries						
Office Buildings, Personal, Business and Professional						
Commercial- Retail, Movie Theaters, Restaurants						
Commercial- Wholesale, Some Retail, Ind., Mfg., Utilities						
Livestock Farming, Animal Breeding						
Agriculture (Except Livestock), Mining, Fishing						
Public Right-of-way						
Extensive Natural Recreation Areas						

#### INTERPRETATION



##### CLEARLY ACCEPTABLE

The noise exposure is such that the activities associated with the land use may be carried out with essentially no interference from aircraft noise. (Residential areas: both indoor and outdoor noise environments are pleasant.)



##### NORMALLY ACCEPTABLE

The noise exposure is great enough to be of some concern, but common building construction will make the indoor environment acceptable, even for sleeping quarters.



##### NORMALLY UNACCEPTABLE

The noise exposure is significantly more severe so that unusual and costly building construction is necessary to insure adequate performance of activities. (Residential areas: barriers must be erected between the site and prominent noise sources to make the outdoor environment tolerable.)



##### CLEARLY UNACCEPTABLE

The noise exposure is so severe that construction costs to make the indoor environment acceptable for performance of activities would be prohibitive. (Residential areas: the outdoor environment would be intolerable for normal residential use.)

SOURCE: HUD, "Aircraft Noise Impact: Planning Guidelines for Local Agencies", by Wilsey & Ham and Bolt, Beranek and Newman, 1972. Adapted to incorporate CNEL and CNR measures.

FIGURE 3

#### LAND USE SUITABILITY IN NOISE IMPACT AREAS







In addition to the concern for the development of programs to actually lessen outside noise sources, recent legislation in California has called for the State Commission of Housing and Community Development to establish noise standards for Statewide construction. The Commission has adopted the standard that "interior community noise equivalent levels (CNEL) attributable to exterior sources shall not exceed an annual CNEL of 45 dB in any habitable room." In areas which have a CNEL level of 60 dB or above due to location adjacent to an existing or adopted freeway, expressway, parkway, major street thoroughfare, railroad, or rapid transit line shall require an acoustical analysis showing that the building has been designed to limit intruding noise to an annual CNEL of 45 dB. The enforcement for these standards is to be under the jurisdiction of the Building Department.

#### PRESENT TRANSPORTATION NOISE FACTORS

Transportation noise contours for the City of Norwalk have been generated from figures obtained from the California State Department of Transportation, Norwalk Department of Community Services, Santa Fe Railroad and the Southern Pacific Railway. Figure 4 is a generalization of a map prepared for and on file with the City of Norwalk which shows noise levels in five decibel increments along major transportation routes through the City. The generalized map shows only those areas which are Clearly Unacceptable and Normally Unacceptable for residential development as determined from the Department of Housing and Urban Development's Noise Assessment Guidelines. It should be stated that noise measurements have not been taken but were calculated for typical standards and circumstances. These guidelines indicate areas with noise levels of 75 dBA when they occur for eight hours or more within a 24 hour period and are Clearly Unacceptable for residential developments and noise levels of 65 dBA if exceeded for the same amount of time are Normally Unacceptable for residential developments. Thus, the map should be used with caution since it shows areas of significantly high noise levels at a certain point in time rather than over a 24 hour time period. The map serves as a "yellow" light (proceed with caution; we may have noise problems here) to the City when it considers development proposals within these areas.

The residential areas situated adjacent to major transportation routes, thus potentially lie within areas which HUD would consider Normally Unacceptable from a noise standpoint. The most heavily impacted areas in the City are those areas within the City's center which have the freeways to the north, east and west, and the railroad tracks to the south. Residential areas along the freeways as well as Pioneer, Studebaker, and Bloomfield are also indicated as being in potentially high noise impact areas. In addition to the cautionary statements noted above, it should be realized that the noise contours in Figure 4 do







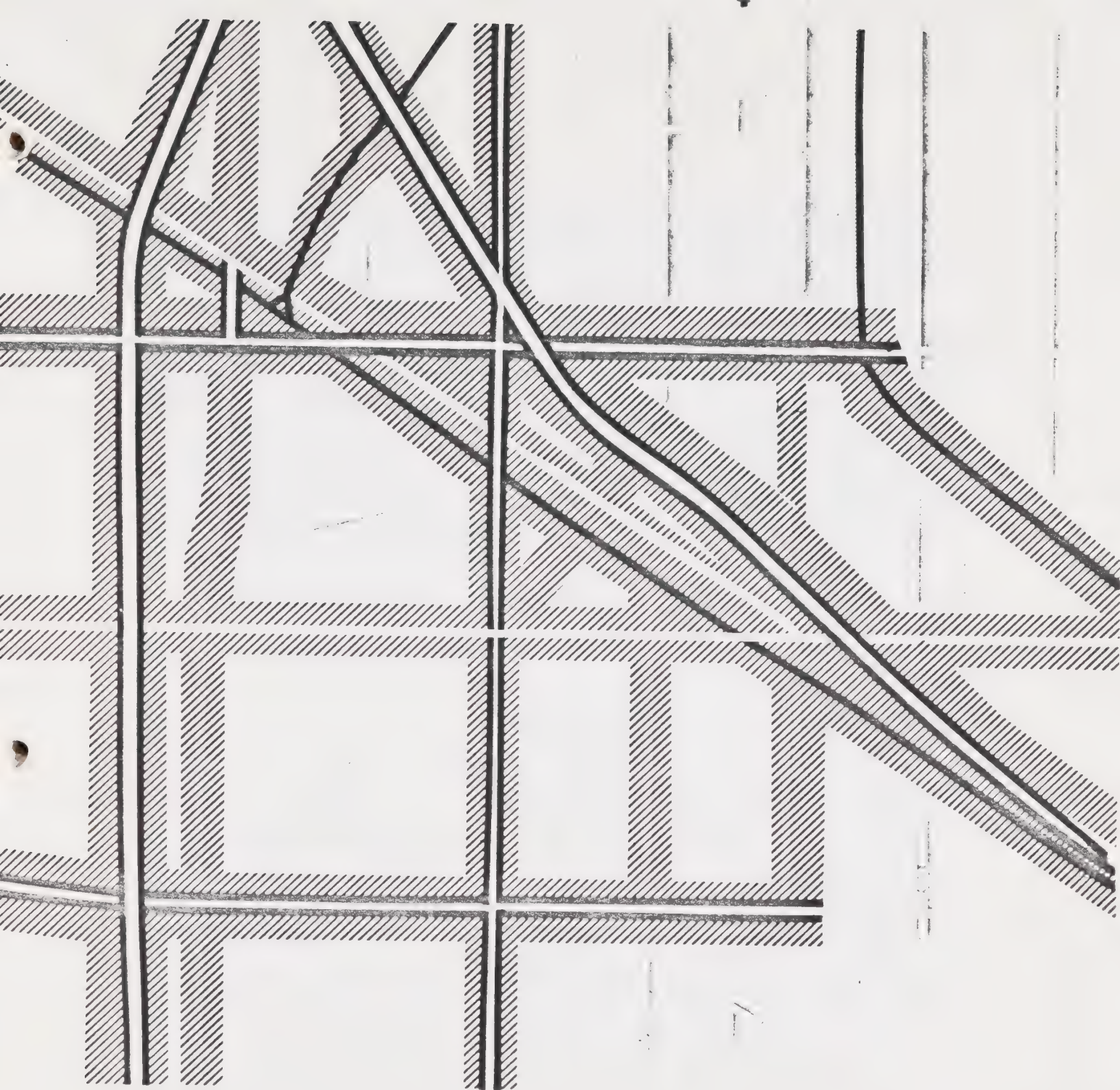


FIGURE 4  
TRANSPORTATION NOISE LEVELS



75 DBA CLEARLY UNACCEPTABLE –  
WHEN EXCEEDED 8 HOURS IN 24 HOURS

65 DBA NORMALLY UNACCEPTABLE –  
WHEN EXCEEDED 8 HOURS IN 24 HOURS

SOURCE: Wilsey & Ham  
California Department of Transportation  
HUD Noise Guidelines







not take into account the fact that a variety of noise mitigations measures have been incorporated (such as the elevation of the freeways, landscape buffering, and concrete walls around some subdivisions). These measures undoubtedly lessen the noise impact from these transportation sources but do not totally alleviate the problem.

Tables 1 and 2 indicate "Estimated Truck Noise From Freeways and Major Truck Routes" and "Railway Noise" and show the areas which are Clearly Unacceptable, Normally Unacceptable, or distances to Normally Acceptable areas for residential development. The streets which have the greatest distance before reaching a Normally Acceptable area, Imperial Highway and Firestone, are the two streets which have the major commercial frontages in the City thus do not present the same problems they would if they had residential areas adjacent to them.

TABLE 1  
RAILROAD NOISE

	Southern Pacific (In Feet)	Santa Fe (In Feet)
Clearly Unacceptable	Centerline* to 59	Centerline* to 100
Normally Unacceptable	59- 353	100- 600
Normally Acceptable	353-1,765	600-3,000
Clearly Acceptable	1,765 plus	3,000 plus

\*Distance from centerline of railway track.

Source:

"HUD Noise Guidelines, 1971"

Southern Pacific Railways

"Assessment of Noise Environments Around Railroad Operations"  
Wyle Laboratories







TABLE II

ESTIMATE TRUCK NOISE FOR FREEWAYS AND  
MAJOR TRUCK ROUTES IN THE CITY OF NORWALK

Route	ADT Veh/Day	Trucks % ADT	Number Trucks At Peak Hour	Distance To Clearly Unacceptable Field (feet)	Distance To Normally Acceptable Field (feet)
1. Imperial	30,520	6 est	183	55	540
2. Rosecrans	16,380	6 est	98	28	240
3. Alondra	28,186	6 est	135	40	330
4. Pioneer	24,066	6 est	144	43	400
5. Norwalk	19,985	6 est	120	36	310
6. Bloomfield	8,741	6 est	68	18	160
7. Firestone	27,362	6 est	131	39	360
8. San Antonio	13,600	6 est	81	24	200
9. San Gabriel Fwy.* (I-605)	--	--	--	60	340
10. Santa Ana Fwy.*	--	--	--	60	340

\* CALTRANS, noise contours of freeways, distances represent an average.

SOURCE: Wilsey & Ham, HUD Noise Assessment Guidelines, 1971.







## NOISE IMPACT ABATEMENT PROCEDURES

Basically there are four methods for abating noise impact:

- Quiet the noise source

Quieting certain noise sources can often be accomplished through design or the use of mufflers. Such a method, as an example the design of quieter automobiles, directly assigns the responsibility of noise abatement to the generator of the noise.

- Isolate the noise source

The separation or isolation of the noise source from potential receivers frequently can be used to lessen the noise impact. Wide buffers along the Santa Ana and San Gabriel River freeways could reduce noise impact from those sources.

- Interrupt the noise path

The noise path may be interrupted by placing a dense, nonpermeable barrier between the noise source and the receiver. Effective sound barriers must be of sufficient mass, be impervious to air flow and must block the line of sight between the source and the potential receiver.

- Protect the receiver

Acoustical structures or enclosures can be built to protect the receiver from unwanted noise. Such protection can often allow many activities which are conducted entirely indoors to be located within an area that would be totally unacceptable if the activity were conducted out of doors.

Examples of various types of preventive/corrective measures which can be taken to reduce the impact of noise levels are shown in Figure 5.

When noise abatement procedures are being selected, the following list of questions may serve as a potential list of criteria:

- Can the noise responsibility be properly assigned to the generator?
- Is there any intrinsic value in the sound?







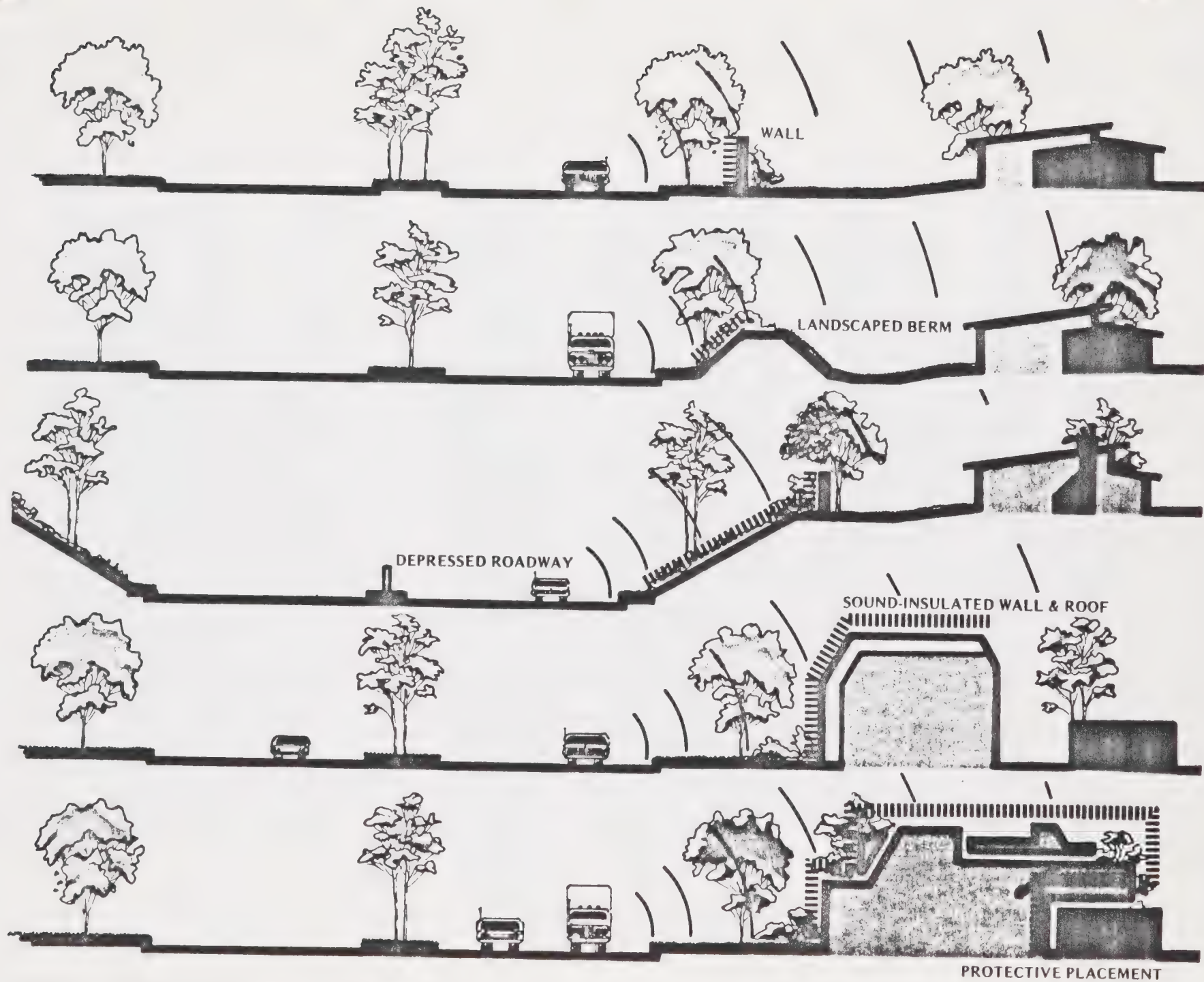


FIGURE 5 NOISE ABATEMENT STRATEGIES







- Does the abatement method truly provide a long term solution?
- Does the method protect the outdoor auditory environment, especially in residential and recreational areas?
- From a long term standpoint what measure is the most economically sound?
- How will the method affect land use patterns?
- What will be the impact upon the aesthetic environment?

#### RECOMMENDATIONS

- The City should establish a noise abatement plan and program to reduce noise levels in residential areas to those now considered acceptable. Such a program should include standards and specific provisions for noise reduction in all construction through landscaping, insulation of buildings, and noise barriers where appropriate and feasible.
- The City should act to reduce noise levels and encourage development of noise-reducing materials and equipment in its purchasing policy. Noise should be made a consideration in city purchasing decisions for equipment producing noise levels greater than 65 db(A) at 50 feet under normal operating conditions. Recommended policy is that purchase of less noisy items should be required if reduction is 5 db from noiser item and cost is no more than 1.1 times greater, or if noise reduction is 10 db over competitive item and cost is no more than 1.25 times greater.
- The City should discourage regional, state or federal actions which increase the noise level in the City, and take a strong stand on actions which increase the noise levels beyond acceptable limits.
- The City should encourage manufacturers locating in Norwalk to consider noise problems in the products they produce.
- The City should aid in the enforcement of federal and state standards for noise producing equipment including cars, motorcycles, trucks, etc.
- The City should discourage actions by private developers which increase noise impact or do not account for noise impact already existing when feasible alternative actions exist.







• The City should develop and encourage the use of circulation systems which do not produce high noise levels, including bicycle and pedestrian systems.

• Through the Environmental Impact Statement review process, all developers of residential property in "Discretionary-Normally Unacceptable" noise zones by HUD standards should present alternatives for dealing with noise impact. Such alternatives may include wall and window acoustic treatment, additional setbacks, shielding of open space areas from noise sources, etc., including estimates of additional costs if noise abatement alternatives are not selected.

• The City should encourage the use of noise mitigating measures in these existing residential areas which are the clearly unacceptable or normally unacceptable contours as shown in Figure 4 and should require such measures for any new residential areas within those contours.

• The City should conduct a thorough review of its Noise Ordinance and update it to reflect current "state of the art" regarding noise abatement techniques as reflected in the "Noise Impact Abatement Procedures" of this report. This action should include field measurements with specific attention towards reduction of noise levels emanating from fixed point sources. In addition, noise level standards should be implemented for various zoning districts in the City. Suggested noise levels include the following:

Use District	Time	Sound Level A Decibels Community Environment Classification
Low Density Residential	10 P.M. - 7 A.M.	40
	7 P.M. - 10 P.M.	45
	7 A.M. - 7 P.M.	50
High Density Residential	10 P.M. - 7 A.M.	45
	7 P.M. - 10 P.M.	50
	7 A.M. - 10 P.M.	55
Commercial/Office Professional	10 P.M. - 7 A.M.	55
	7 P.M. - 10 P.M.	55
	7 A.M. - 7 P.M.	60
Industrial	Anytime	75







Correction factors to be applied for noises of short time duration are as follows:

	<u>Correction Decibels</u>
Noise persists for more than five minutes out of any one hour	0
Noise persists for more than one minute but not more than five minutes out of any one hour	-5
Noise persists for one minute or less out of any one hour	-10







December 4, 1974

## PUBLIC SAFETY ELEMENT

### I. INTRODUCTION

The public safety element has been mandated by Section 65302.1 of the State Planning Act for all city general plans for the "protection of the community from fires and geologic hazards." Of course, the primary objective is to introduce public safety considerations in the planning process so that loss of life, injuries and property damage from fire and dangerous geologic occurrences can be minimized. The development of this public safety element should not be considered as an indication that there has been a neglect of such considerations in the past.

### II IDENTIFICATION OF PUBLIC SAFETY HAZARDS

In developing an awareness for the meaning of the term "public safety" a number of directions can be taken. Areas of interest can include some or all of the following categories.

Seismic Hazards - those related to earthquakes and related effects including faulting, ground shaking, ground failure, and tsunamis.

Geologic Hazards - geologic activity such as slope instability, general subsidence, differential settling, erosion, and other associated problems.

Fire Hazards - both urban and brush, with urban predominantly characterized by structural fire hazards affecting residential, commercial, and industrial activities and with brush being seasonal fire hazards in sparsely developed brush covered natural and man-made environments including the potential impacts of resulting flood and erosion problems.

Flood Hazards - those hazards related to excessive accumulations of water associated with both the man-made (dam failure and channel overflow) and natural (heavy rain and river overflow) environments.

Crime Hazards - hazards to the general public related to criminal actions.







Traffic Hazards - those hazards related to the movements of vehicles and people on the streets and highways of the city.

While it is possible for the public safety element to consider each of the above mentioned categories, strict compliance with the State guidelines and time constraints will limit further discussion to geologic hazards and fire hazards.

In the shaping of goals, policies and guidelines to follow and in their implementation, it will be necessary to determine where the fine line between acceptable and unacceptable risk exists. All risks associated with these hazards can be eliminated if sufficient funds are expended. Upon consideration of the severity and frequency of such hazards the benefit/cost ratio of reducing the hazards can determine the level at which it is appropriate for the City to take action.

### III. PROBLEMS AND ISSUES

#### A. Urban Fire Hazards

The greater portion of land within Norwalk is developed leaving only scattered vacant land of limited size in the City. For the most part, the city-scape is dominated by the presence of single family residences developed during the post-war housing boom that shaped much of Los Angeles County. However, there still remain several areas that display evidence of being survivors of the earlier history of Norwalk.

Older buildings pose greater safety hazards generally because of their deteriorated condition including faulty electrical wiring, obsolete heating facilities, and construction under less stringent building codes. This problem multiplies when several of these are located in clusters as is the case in the Front Street area. Safety considerations attendant to these problems must, however, be weighted with the economic ramifications associated with mitigation of fire-related threats.

Fires associated with residential areas are generally lesser in frequency but more serious in terms of potential human loss. The use







of non-flammable and/or fire retardent materials in construction and the ability of the Fire Department to respond quickly are major factors in alleviating undesirable losses. For the most part the detached single family residences that dominate Norwalk are readily accessible and easily controlled with the present system.

While Norwalk is not dominated by multi-story buildings, recent construction of such buildings and the future possibility of others make it necessary to point out the hazards of fire control within such buildings. Disaster potential is increased by higher occupancies and by the dependence on internal support systems (ventilation, water availability and pressure, elevator systems) which are subject to failure. Access and evacuation problems also become magnified when dealing with these multi-storied structures.

Hospital and medical facilities can be particularly sensitive to hazards because of their critical function in society and whereby a fire event could seriously threaten other safety and welfare needs of the community.

High occupancy buildings for public assembly possess the potential for disaster because of the possibility of panic and lack of familiarity with exit routes.

The variety of hazards associated with urban industrial development can vary widely and generally related to the transportation and storage of such materials as petroleum, chemical and explosive products. (A primary example of this problem in Norwalk is the location of the U. S. Air Force Fuel Storage Tank Farm in the middle of a residential neighborhood.)

B. Brush Fire Hazards

In its developed state Norwalk possesses little potential for damage associated with brush fires.

C. Geologic Hazards

The flat terrain within the City negates the necessity to discuss the







effects of geologic hazards such as slope instability subsidence, settling, and erosion. As illustrated in the Seismic Safety Element localized subsidence and settling may occur because of the previous dominance of the dairy industry and associated higher water tables; generally this will probably occur on a localized basis, if at all.

#### IV. ASSETS AND OPPORTUNITIES

##### A. Assets

The basically low density character of the City reduces the potential for fire related losses.

The flat terrain reduces the potential impacts associated with geologic hazards.

The quality of the L. A. County Fire Department is high

Existing subdivision controls insure that there are adequate standards for access and minimum fire flow requirements

There are a number of ordinances that serve for the benefit of minimizing hazards associated with fires.

The location of Norwalk in the urban-suburban complex provides many alternative evacuation routes.

Existence of Emergency Operations Plan and the location of the Emergency Operations Center (in Norwalk City Hall) increases the capability of effective response in a major disaster situation.

Improvements in fire protection has resulted in recent reclassifications in public protection class from 5 and 6 to 4 and in dwelling protection class from 4 to 3.

There is widespread availability of fire insurance.

There are a number of ordinances that serve for the benefit of minimizing hazards associated with fires

##### B. Opportunities







The occurrence of economic growth can permit the City to guide the energies of private industry towards the reduction of safety hazards.

The emergence of redevelopment as a tool for the City can permit the abatement of existing public safety hazards.

The maintenance of existing safety programs and ordinances will serve to reduce the level of unacceptable risk associated with various safety hazards.

The continuation of training programs directly associated with the Emergency Operations Center will serve to increase the potential to respond to emergency situations.

V. STATEMENT OF GOALS

It shall be the goal of the City of Norwalk to maximize its efforts in achieving a safe environment for the public by effectuating programs, policies, and standards that will serve to reduce those hazardous conditions that could result from fires and geologic activities and thereby minimize loss of life, injury, damage to property and economic and social dislocation.

VI. STATEMENT OF POLICIES

The City of Norwalk shall:

Strengthen existing codes and ordinances pertaining to fires and geologic hazards and support the development of new codes and ordinances as the information becomes available.

Support the use of new technology in the suppression and prevention of fires.

Encourage programs that increase the public awareness of hazards associated with fires and geologic activities.

Review and improve as needed, disaster preparedness and response







capabilities.

Utilize the tool of redevelopment to abate public safety hazards wherever possible.

Require all development to comply with the established safety standards.

Maintain strict standards for providing sufficient fire protection in multi-story structures.

Encourage the removal of the U.S. Air Force Fuel Storage Tank Farm.

Encourage cooperation and coordination with other jurisdictions and agencies involved in fire protection and the mitigation of geologic hazards.

#### VIII. IMPLEMENTATION

An important factor in any plan is the process implementation. It is important that the Public Safety Element be utilized to provide guidance within the decision-making process regarding the use of regulations and programs to meet public safety needs through land use allocation, building code regulations, zoning ordinance provisions, subdivision regulations, disaster preparedness programs and revenue expenditures. Where programs exist, it is necessary to maintain them. Where programs do not exist, it is necessary to initiate them. Constant review and updating is essential to assure the continuance and fullest implementation of the public safety policies established herein. Perhaps the major tool now available to the City presently is that of redevelopment and the inherent opportunities therein must be utilized.

APPROVED AND ADOPTED BY THE NORWALK PLANNING COMMISSION on this 4th day of December, 1974.







REDEVELOPMENT ELEMENT







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Within the structure of any community, development occurs over time; strong in some areas while weak in others. Areas which at one time provided the life blood for a community's economic well being become dormant as other areas become the prime source of activity. Some areas, however, never do develop in an economically viable manner. The major purpose of redevelopment programs is to improve the potential quality of such areas by providing individually, or in combination, better housing, commercial activities, employment opportunities, and/or public facilities. Thus, redevelopment can be an effective tool, much like a capital improvements program, which can be utilized to implement the programs recommended within the City's General Plan.

Redevelopment programs include private, public and joint public/private endeavors. While private redevelopment is always taking place, there are times when it is necessary, due to the great costs involved, to obtain public assistance. The major redevelopment program within California is the legislative provision for tax increment financing which allows for land assembly, site improvements, public facilities, and direct assistance to property owners or renters to be funded by additional tax revenues to the City. Under tax increment financing legislation, a Redevelopment Agency may sell bonds to finance improvements and repay these bonds by receipt of property tax on the difference between land and improvement assessments before and after the start of the redevelopment program. Once bonds are repaid, the tax on this portion of assessed value goes to other taxing agencies.

Significantly, the primary function of redevelopment should be to solve city problems rather than to gather tax increment revenue for no specific purpose. In particular, redevelopment can provide funds for projects which could not normally be funded by local improvement districts because of the much greater potential revenue available. Such projects may include improvements of existing housing, improvements of public facilities and services, provision of open space, and clearance and resale of land in areas not able to be rehabilitated.

It is additionally important to understand the various types of redevelopment actions which can be taken by a redevelopment agency. Gone are the days that substantial portions of a community are leveled with little or no concern for the impact, both socially and economically upon the residents and/or property owners within that area. While total clearance of some areas is still considered appropriate in an effort to provide a catalytic effect to spur new development in an area, a much greater concern is now shown for the people affected by that action. Other actions which may be taken by a redevelopment agency are geared to a stabilization of an area. Such actions may include selective acquisition or land assembly of various parcels within an area, public improvements to provide necessary facilities, and rehabilitation efforts of various buildings which may be considered sub-standard for various reasons but are not so deteriorated that they should be torn down.







## REQUIREMENTS FOR REDEVELOPMENT

California Redevelopment law requires that before a community can qualify for redevelopment programs it must be shown that there are conditions of blight within the area. Blight characteristics include the following:

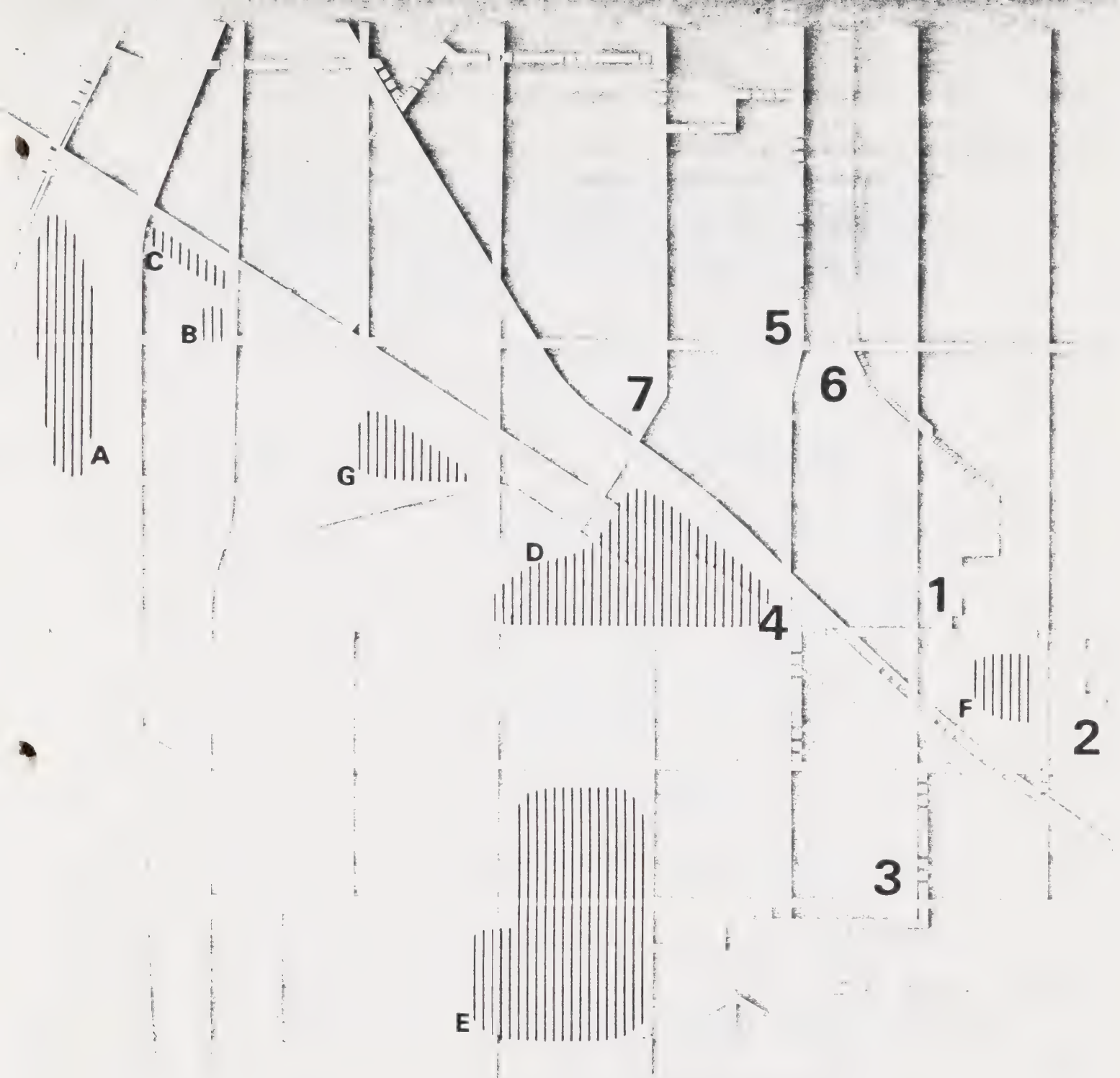
- economic dislocation, deterioration, or disuse resulting from faulty planning
- subdividing and sale of lots of irregular form and shape and inadequate size for proper usefulness and development
- the laying out of lots in disregard of the contours and other physical characteristics of the ground and surrounding conditions
- the existence of inadequate streets, open spaces and utilities
- the existence of lots or other areas which are subject to being submerged by water
- prevalence of depreciated values, impaired investments, and social/economic maladjustment to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered
- a growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety, and welfare
- loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of public facilities and services elsewhere
- defective design and character of physical construction
- faulty interior arrangement and exterior spacing
- high density of population and overcrowding
- age, obsolescence, deterioration, or disuse, resulting from faulty planning

It is not necessary that all the above noted characteristics be found in an area to consider it a blighted area nor does an area that has blight characteristics have to exhibit those characteristics throughout the entire area. As an example, a commercial area may have some buildings

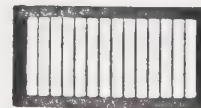








**FIGURE 1**  
**REDEVELOPMENT POTENTIAL MAP**



**AREAS WITH BLIGHT CHARACTERISTICS**

**MAJOR OPPORTUNITY AREAS**

1. GRACEBEE INDUSTRIAL
2. SOUTHEAST INDUSTRIAL AREA
3. MAJESTIC INDUSTRIAL
4. SADDLEBACK OFFICE COMPLEX
5. EXCESS STATE PROPERTY
6. D'ARLIN PROPERTY
7. KAISER AETNA OFFICE BUILDING

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which are of defective design and in poor structural condition while other buildings are in very good condition and the area may well be considered blighted. Figure 1 indicates those areas of Norwalk which exhibit various blight characteristics based on a Wilsey & Ham survey of the City and Table I identifies the various blight characteristics which were found in those areas.

TABLE I  
AREAS WITH BLIGHT CHARACTERISTICS

<u>Area</u>							<u>Blight Characteristics</u>
A	B	C	D	E	F	G	
	X	X	X				Economic dislocation, deterioration, or disuse resulting from faulty planning
		X	X	X	X	X	Subdividing and sale of lots of irregular form and shape and inadequate size for proper usefulness and development
							The laying out of lots in disregard of the contours and other physical characteristics
		X	X	X	X	X	The existence of inadequate streets, open space and utilities
	X	X	X	X	X	X	Prevalence of depreciated values, impaired investments, and social/economic maladjustments
	X	X	X				A growing or total lack of proper utilization of areas
X			X				Loss of population and reduction of proper utilization of areas
X	X	X	X	X	X	X	Defective design and character of physical construction
X	X	X	X	X	X	X	Faulty interior arrangement and exterior spacing
				X	X	X	High density of population and overcrowding
X	X	X	X	X	X	X	Age, obsolescence, deterioration or disuse resulting from faulty planning







In addition to the negative aspects of an area, it is important in a redevelopment program to locate those activities in the community which have potential positive aspects which can be utilized to anchor redevelopment and thus enhance its economic feasibility. These "opportunity" areas are also indicated in Figure 1.

Within the various areas indicated in Figure 1 as having blight characteristics, a variety of differing redevelopment actions might be appropriate. Table 2 outlines some of the most likely actions that might be taken within each area. Again, it is important to remember that the actions suggested will not be applied to the entire area but only to those portions which are appropriate.

TABLE 2

POSSIBLE REDEVELOPMENT ACTIONS

<u>Area</u>							<u>Type of Action</u>
A	B	C	D	E	F	G	
		X	X				Selective Acquisition
X		X	X	X	X		Public Improvements
	X	X	X		X		Clearance (Selective)
X			X	X	X	X	Rehabilitation

PROPENSITY TO CHANGE

Before any redevelopment program is begun, the feasibility of accomplishing the improvements which are desired must be analyzed. In general, the objectives of a redevelopment program in Norwalk should be:

- to correct the blight characteristics noted within Norwalk
- to utilize the areas with the highest tax increment generating potential

In analyzing those areas which have redevelopment potential within Norwalk the most obvious conclusion is that there is sizable activity occurring within the City which can be utilized to act as a physical catalyst to considerably change the image of Norwalk. Considerable development is presently occurring with regard to professional offices and garden industrial parks. With this activity acting as an impetus







many of the older areas of the community can be revitalized and rejuvenated to once again play an important role in the economic base of the City. In addition, within most of the blighted areas, presently vacant parcels of developable size are available which a redevelopment agency could acquire and then have developed in a manner which would hopefully lead to other improvements in the area.

There is, however, an important need to balance out the redevelopment potential in order to assure that there will be tax revenues generated before there are large costs incurred within the program. Thus, it will be very important to develop a phasing strategy for the redevelopment program.

#### ACTION PROGRAM

Figure 2 indicates a number of potential redevelopment project areas. The first priority area on the map includes the major non-residential blighted areas of the community as well as the majority of new developments which have tax increment potential for the City. The remaining areas, while important, are of lesser concern and should be considered for possible redevelopment actions at a later time. There are, as well, numerous residential areas within the proposed initial project area which will not be included within the redevelopment agency's action program. These areas have merely been included in order to initiate a contiguous project area.

Within the first priority area there are a number of sub-areas which can be treated with different redevelopment actions and have, as well, a varying level of priority. Table 3 indicates a number of the sub-areas, explains what type of action might be taken, and indicates level of priority.

The recommended priorities for Table 3 are based on the following assumptions:

High Priority:	Feasibility in getting the project started; tax increment potential is high thus providing funds for other redevelopment projects
Mid-range Priority:	Area is in need of redevelopment but will require moderate amount of initial cash outlay which City does not presently have
Low Priority:	Does not seem to have high redevelopment potential; will require high initial cash outlay and area has relatively low tax increment potential; or politically it is infeasible at this time.







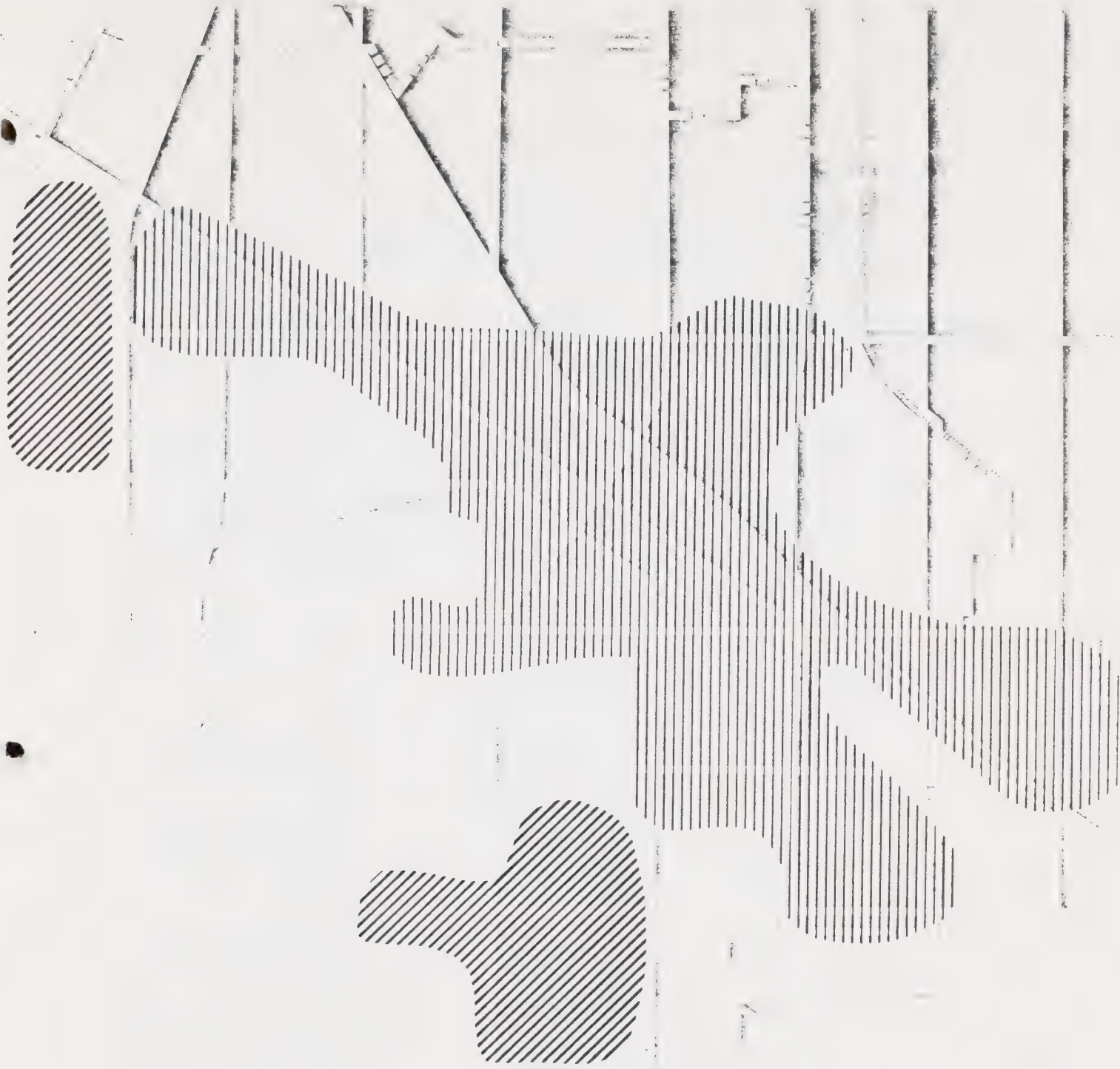
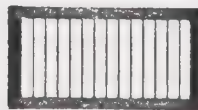
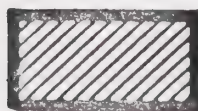


FIGURE 2

POTENTIAL REDEVELOPMENT PROJECT AREAS



FIRST PRIORITY AREA



SECONDARY PRIORITY AREAS







TABLE 3  
PROJECT AREA #1 ACTION PROGRAM

<u>Sub-Area</u>	<u>Action</u>	<u>Recommended Priority</u>
Norwalk Square	Rehabilitation	High
Norwalk Square Peripheral commercial	Rehabilitation	Mid Range
San Antonio/Norwalk Strip commercial	Rehabilitation	Mid Range
Center City Residential	Parcel assembly/ rehabilitation	Mid Range
Front Street area	Clearance, selective land acquisition	High to Mid Range
Civic Center and Peripheral office area	No agency action required	
Imperial/Bloomfield office complexes	No agency action required	
Imperial/Studebaker	Clearance	High
Imperial/Studebaker Peripheral commercial	Rehabilitation	Low
Nance Street/Studebaker	Clearance	Mid Range
Firestone commercial	Selective acquisition	Low
Firestone/Imperial	Selective acquisition	Low
Carmenita/Rosecrans residential	Rehabilitation	Mid Range
Rosecrans/Santa Ana Freeway	Rehabilitation	Low







In an effort to better understand the various development potentials within the initial redevelopment area Coldwell Banker Management Corporation (CBMC) has conducted an analysis of marketability demand for offices, hotels, and industrial uses. In addition, a general review of the needs for new housing and retail uses for the entire City has been made. The following reviews in general summary format CBMC's conclusions regarding the potentials for these various uses.

#### Office

An analysis of past absorption of office space in the immediate City of Norwalk area leads to the conclusion that the effective annual average level has been around 20,000 square feet per year. This is hard to precisely measure since so little was built prior to 1971 upon which to base an estimate. Only two buildings have been completed and offered for rent since then although others are underway. It is reasonable to expect absorption of space to be from 15 to 20,000 square feet per year for the next one to two years under normal conditions. Obviously, the current, tight, high interest rate money and inflationary pattern of costs in the United States will retard growth activity. As a result, Norwalk may see less than 20,000 square feet of absorption of office space until the present recession period has passed.

CBMC estimates Norwalk's share of the total market area for office use to be 20 to 25 percent of demand. This is based on its recent past absorption history, the momentum evident in the development of the new buildings currently underway and the City's excellent accessibility to the market. Office space demands for Norwalk on an annual average are as follows:

TABLE 4  
ANNUAL OFFICE DEMAND

<u>Period</u>	<u>Average Annual Demand</u> <u>(Square Feet)</u>
1974-75	14,000 - 17,500
1975-80	19,000 - 23,600
1980-85	16,300 - 20,350
1985-90	16,800 - 21,000

SOURCE: Coldwell Banker Management Corporation

CBMC notes that there is a current oversupply situation in the general office market where most tenants are professional and service people serving the local industrial complex and the resident population. As the population grows and employment increases in the Norwalk area, the demand for general office space will







grow as well. Hence, although the current situation suggests a delay in development of new general office space, the longer term future potential remains reasonably bright.

The Land Use Plan does, however, call for the development of professional office type uses in the general vicinity of the Bloomfield/Imperial intersection. While such a recommendation might not be made under normal circumstances, the circumstances surrounding this property are unique, and if marketing is carried out to relate development to single users and developers of major office complexes, the capacity may be realized. Nevertheless, timing will be the key factor in development of this area and consideration must be given to the backlog of developed and committed office space that remains to be leased within the City.

### Industrial

The most important singular advantage the City of Norwalk has, from an industrial standpoint, is its circulation advantages for both Los Angeles and Orange Counties. Being located close to three major freeways makes it an excellent prospect as a distribution center. Other characteristics noted by CBMC include:

- The area along the Santa Ana Freeway immediately south of the City has already established an identity as a major modern industrial center. This will help attract users to Norwalk.
- The availability of daily rail service through Norwalk is a primary advantage in capture of industrial users since over half of the relocation demand will be from industrial firms needing rail. It is imperative that rail service be given major consideration in selection of industrial sites.
- The quality of the residential environment of Norwalk make it a desirable place for industries to locate. The community has been exhibiting active residential growth recently.

Considering the competitive factors in the area and based on the assumptions given below, CBMC has concluded the following capture rate of the industrial demand for the market area. It is estimated that Norwalk is capable of capturing approximately 10 to 12 percent of the market area demand. This relates to an average annual absorption of approximately 35 to 40 acres of industrial development.







CBMC's assumptions are as follows:

- Lease rates will fall in the current range of 9 to 11¢ per square foot net for typically industrial space. Smaller multi-tenant industrial space can be leased in the range of 17¢ per square foot gross. Because of the uncontrolled rise in building and interest, it is not possible to speculate it as to what this will reflect as an asking price in 1975; however, the competition will face the same situation. These capture rates are cost sensitive so that any adjustment in these lease rates will result in a proportion of variance in absorption.
- There will be aggressive and professional marketing of the property. This will require continuous and in-depth contacts with prospects located within the market area.
- That the prospective industrial parks to be located in the City of Norwalk be furnished with rail service.
- That the parks will lean heavily towards distribution warehouse operations.
- That the industrial parks themselves will be designed with an emphasis on quality.

#### Hotels

CBMC's analysis of hotel/motel demand indicates that the major motor hotels in the Norwalk area are heavily dependent upon business and industrial sources for the greatest portion of their market support. Much of this industrial activity is centered in the market area itself, and any increases in this activity will depend to a great extent on the availability of land for additional industrial development. In terms of growth in demand, there is not sufficient support for a new motor hotel in the Norwalk area until after 1980. Although a few new rooms can be supported at current occupancy levels, these can most reasonably be developed by expanding the existing motor hotels rather than by constructing a new facility.

In spite of the apparent lack of current support for additional motor hotel rooms in the Norwalk area, a new facility might be developed which, with excellent management and quality product, could be profitably operated. Much of the market support for such a project, however, would have to come from the existing motor hotels, lowering their occupancies below the current level of about 67 percent.







## Retail

Given the set of merchants and retail facilities that now are present in Norwalk, it is unlikely that much change will be found in the retail pattern in Norwalk in the future. Norwalk Square and Paddison Square, in themselves, will not become much more effective so as to dramatically increase the retail picture in Norwalk. There is, however, potential for retail sales that is not being satisfied in Norwalk proper. This does represent an opportunity.

The retail study which has been presented to the City of Norwalk addressed itself precisely to identifying and quantifying that retail opportunity. The following describes, in very general terms, the results of the study:

- There is no evident potential for an additional regional shopping center in the City of Norwalk. The competition surrounding the community so saturates the market that standard regional retailing would be unable to survive in terms of retail sales.
- Further refinement of the analysis did strongly suggest that a mini-regional center would be successful in Norwalk. The mini-regional envisions the use of smaller regional retail stores and a balancing of the tenant mix to the needs of the community. By the same token, the analysis indicated that a better balance of merchandise is supportable in Norwalk whether or not a mini-regional is developed. This need is prefaced, however, in that such development would have to be associated with Paddison or Norwalk Squares to survive. A random location pattern would not provide the proper collective impact necessary for success.
- The most apparent need found in Norwalk is for neighborhood shopping activity. Most neighborhood facilities are inadequate in size, service, and merchandising.

In summary, the present retail pattern will not improve significantly by itself. There is also a need for additional retailing. Satisfaction of that demand through properly located additional retail development will have a significant positive impact on Norwalk's future retail trend.

## Housing

The demand for housing in the City of Norwalk has two primary components: (1) capture of a share of the market area demand generated by population growth, and (2) replacement demand brought about by demolition of substandard housing units within the City limits.







Since 1970, Norwalk has been able to capture approximately 5 percent of the demand for new housing generated by population growth in the market area, and this rate is expected to continue through 1990. This represents a total increase over the 20 year period of about 2,300 units, or slightly more than 100 units per year. Replacement demand has been calculated using the assumption that 2 percent of the existing units built in the City before 1950 (4,989 units in 1970) will be replaced each year. Over the 20-year period, this represents 2,000 units, or 100 units per year. Combining both elements, total demand in Norwalk from 1970 to 1990 is projected at 4,300 units, averaging slightly more than 200 units per year.

Most of the new demand (generated by population growth) is expected to be for rental units. By contrast, only 50 percent of initial replacement demand is projected for rental units, with increases to 60 percent by 1980. This assumes that, although the demolished homes will most likely be ownership units whose occupants would prefer to own housing rather than rent, many of these owners of old homes cannot or will not purchase new housing without subsidies because of the high prices. Rental units are therefore expected to constitute an increasing portion of total demand through 1990, with a total of 3,350 units over the 20-year period.

CBMC conclusions regarding Norwalk's housing demand are as follows:

- There is considerable future demand for medium priced housing (\$35,000 to \$45,000) in the market area.
- The City of Norwalk has only limited competition for this particular market segment in the near future due to the lack of developable land elsewhere in the area and to the fact that active housing projects are offering prices which are significantly higher than those deemed appropriate for the City.
- The potential for capture of demand in the medium price range by a housing project in Norwalk is strong, given favorable financing terms.
- The most appropriate types of units for development in the City of Norwalk are single-family homes and multiple-family rental units (apartments) rather than condominiums or townhouses.







- A summary of projected housing demand for the City of Norwalk by type, price, and size of unit are shown below:

<u>Type of Unit</u>	<u>Price/Monthly Rental Rate</u>	<u>Number of Bedrooms</u>	<u>Average Annual Demand (units)</u>
Single-family ownership	\$35,000 - \$45,000	3, 4	30 - 45
Multiple-family ownership	20,000 - 30,000	2, 3	<u>10 - 15</u>
Subtotal ownership			<u>40 - 60</u>
Multiple-family rental	\$160 - \$250	1, 2	<u>160 - 180</u>
TOTAL			200 - 240







March 21, 1973

### SCENIC HIGHWAY ELEMENT

This designated element of the General Plan does not apply to the City of Norwalk because the State of California and Los Angeles County system(s) of scenic highways and routes include no mileage within the City.

Many City programs have been oriented toward goals similar to those promoted by scenic highways. Such programs include beautification of streets and highways by median landscaping, provision of landscaped panels along property frontages, screening of storage areas from public rights of way, sign regulations, and Precise Development Plan review. The City obtained ornamental landscaping of the Santa Ana Freeway (Route 5); and ornamental landscaping of the San Gabriel River Freeway (Route 605) will be provided upon completion of the widening. Preservation and creation of scenic views from and to freeways and along City highways is a goal for all adjacent developments; and includes consideration of screening, building orientation and architecture, other architectural features, sign regulations, landscaping features, and general property maintenance.

APPROVED AND ADOPTED BY THE NORWALK PLANNING COMMISSION on this 21st day of March, 1973.







## INTRODUCTION

This Seismic Safety Element is adopted in compliance with California Government Code Section 65302(f) which requires that every city and county general plan include such an element. The effect of this section is to require cities and counties to take earthquake hazards into account in their planning programs. The intent is that a concern for seismic safety be a recognized factor interrelated with all other aspects of the general plan. The basic objective is to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from future earthquakes.

A comprehensive Seismic Safety Study of Norwalk has been presented in a separate technical report prepared by FUGRO, Inc., Consulting Engineers and Geologists. That report provides the identification and appraisal of both natural and man-made earthquake hazards which form the basis for this Seismic Safety Element. In addition, technical data from that report will be of assistance in developing earthquake-resistant designs of structures and in the planning of other specific measures for earthquake protection in Norwalk.

The Seismic Safety Element consists of (1) a statement of goals, (2) an identification of the levels of safety considered necessary to meet these goals under varying circumstances, (3) a statement of policies and programs which define how the goals are to be achieved in Norwalk, and (4) a summary of points to be considered in preparing and revising other elements of the General Plan.







## GOALS

The basic goals of the City of Norwalk with respect to seismic safety are as follows:

### Long Range

To survive the largest earthquake likely to affect Norwalk, without loss of life, serious injuries, substantial property damage, or significant economic and social disruption.

### Short Range

To be prepared to respond to an earthquake emergency with maximum effectiveness in limiting loss of life, injuries, and property damage.

To be prepared to recover from the physical, economic and social disruption of an earthquake in a minimum period of time, while taking advantage of opportunities for making improvements in the physical, economic, and social environment.







## LEVELS OF SAFETY

In pursuing the long-range goal of avoiding substantial earthquake losses, it is necessary to consider costs of seismic safety measures in relation to the eventual tangible and intangible costs associated with earthquake losses. Although there is much that still needs to be learned regarding earthquakes and their effects, there is growing recognition that the state-of-the-art in earth sciences and engineering can provide substantial earthquake protection and that, in general, the costs of providing such protection are far less than the losses which otherwise may be expected to occur.

However, different cost and risk factors are involved in differing situations--existing buildings vs. new construction, high-intensity occupancies vs. low-intensity occupancies, protection of vital emergency functions vs. merely protecting building occupants from becoming casualties. A basic principle to be followed in Norwalk is that all conditions likely to result in loss of life or serious injury in the event of a maximum foreseeable earthquake shall be considered as unacceptable. Beyond that point, however, different degrees of importance can be attached to different occupancies, calling for different degrees of protection. For example, hospitals and emergency services must continue to function during and after an earthquake, while in most buildings, the objective is simply to avoid structural collapse and danger from falling objects.

There always must be some trade-off between the degree of protection to be attained and the cost of providing it, particularly in older areas where safety measures may call for the strengthening or removal of existing structures with the consequent dislocation of residential and business activities. On the other hand, in new construction, added levels of safety usually can be achieved for relatively small increases in cost. Furthermore, by reducing the potential for earthquake losses, seismic safety measures will result, in the long run, in lower insurance costs.

To serve as a basis for translating Norwalk's seismic safety goals into cost-effective policies and programs to achieve the goals, levels of safety (which also can be viewed as categories of acceptable risk) are identified in the following chart together with the general earthquake performance objective appropriate for each category.







# RISK CATEGORIES FOR STRUCTURES ACCORDING TO LAND USE AND OCCUPANCY

Risk Category:	<u>Critical.</u> (1) Use is needed throughout a disaster situation; or (2) minor damage could have serious consequences.	<u>High Occupancy.</u> (1) Large number of occupants; or (2) use may be particularly convenient after a disaster.	<u>Low Occupancy.</u> Vast majority of structures. Few occupants per building.
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Earthquake Performance Objective:	No loss of function.	Minor structural damage. Loss of function quickly restored.	No collapse. Repairable structural damage.
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LAND USES	Residential:	Multi-family, more than four units.	Single-family; multi-family, four units or less.
	Commercial:	Typical regional commercial, large floor area or more than 3 stories: office buildings, department stores, theatres, indoor commercial recreation.	Typical neighborhood and community commercial, 3 stories or less with small floor area.
	Industrial:	Plants with hazardous processes or materials; chemical manufacturing, tank farms.	Factories. 3 stories or less with small floor area; warehouses.
	Public and Institutional:	Hospitals.	Schools, churches, meeting halls, convalescent homes, recreation buildings, libraries.
	Governmental Operations:	Emergency operations centers, police stations, fire stations.	City halls, jails.
	Utilities:	Radio stations, telephone exchanges, electrical substations, emergency power installations, pumping stations, reservoirs, interconnections between water systems, water & sewage treatment plants.	







## POLICIES

In the following paragraphs, the basic policies of the City of Norwalk for achieving its seismic safety goals are set forth together with an indication of the action programs which are needed to implement these policies.

### New Developments

New land uses and facilities shall be located, designed and operated in a manner which reduces the potential for earthquake losses to the practical minimum.

Liquefaction Tests. Tests for liquefaction conditions shall be conducted and evaluated by qualified registered engineers for all buildings falling into the high occupancy or critical risk categories as indicated in the table on page 4 unless the area involved previously has been shown to be free of liquefaction potential. In connection with other low occupancy uses, owners, developers, and designers proposing new construction shall be advised of the possibility that liquefaction conditions may occur and that liquefaction tests may be advisable.

Design Review. In connection with preliminary discussions of both public and private development projects, and in the review and approval of precise development plans, including environmental impact reports, seismic safety shall be considered. The specialized professional advice of geologists and engineers shall be utilized in the early stages of project planning and design where needed.

Building Code. Upon adoption of new or revised seismic design provisions in the Los Angeles County Building Code, prompt consideration shall be given to incorporating such provisions into the Norwalk Building Code. Also, consideration shall be given to code recommendations of such organizations as the Structural Engineers Association of California (Lateral Force Requirements), the Association of Engineering Geologists, and International Conference of Building Officials (Uniform Building Code).







## Existing Hazards

Any significant deficiencies in the seismic safety afforded by existing structures and occupancies shall be identified and corrected at the earliest practical date, and in accordance with priorities which consider costs in relation to the benefits of enhanced safety.

Pre-1933 Buildings. The few remaining buildings in the city constructed prior to the initial adoption of the Los Angeles County Building Code in 1933, and particularly the unreinforced masonry buildings concentrated on Front Street, shall be inspected to determine the degree of hazard. If unsafe conditions are found, repairs, limitations of occupancy, or removal shall be required either under the "unsafe building" provisions of the code, or as part of a redevelopment program, should one be established.

Tilt-up and Concrete Block Buildings. The city should initiate a program to determine the degree of hazard in buildings with concrete tilt-up or block walls and wood roofs and floors which were approved under building code provisions as they existed prior to March, 1972.

The 1971 San Fernando earthquake revealed significant weaknesses in this type of building due to inadequate connections between walls and roofs and between walls and second-story floors or mezzanines. Depending on the degree of hazard found, a corrective program should be initiated involving structural improvements and/or building occupancy limitations.

State Hospital. Although not under Norwalk's jurisdiction, the city will seek to determine the extent to which occupancies at Metropolitan State Hospital are being restricted in the older buildings and/or upgrading of buildings has been accomplished to comply with modern codes. Since earthquake losses at the hospital could place a heavy burden on emergency response resources of the community, the city will seek to have the state assure a high degree of safety at the hospital.

Air Force Tank Farm. The city will initiate discussions with representatives of the U.S. Defense Fuels Field Office and County Fire Department to assure that adequate safety measures and emergency procedures exist for an earthquake occurrence affecting the Air Force Tank Farm. Should







unacceptable risks be found to exist, every effort will be made to have the federal government correct the situation, including relocation of the facility to a more suitable area if necessary.

Non-Structural Hazards. In the course of inspecting premises for other purposes, city personnel shall include consideration of non-structural conditions which may be hazardous in the event of earthquake, such as unanchored mechanical or electrical equipment, high racks or bins which are not anchored or braced, stacked materials, and other heavy or dangerous objects which could fall in occupied areas. Voluntary reduction of such hazards shall be sought. Where necessary, compliance may be achieved under the Building Code with respect to mechanical and electrical equipment and racks over six feet high, and by referral to the California Division of Industrial Safety (which administers the Cal-OSHA program) with respect to hazardous working conditions.

### Disaster Preparedness

The city shall maintain a high state of readiness to respond promptly and effectively to all foreseeable earthquake emergency situations in coordination with other jurisdictions and agencies having responsibilities for emergency operations. In addition, the city shall develop and maintain a capability to effectively manage and coordinate a process of recovery from the damage and disruption resulting from the maximum foreseeable earthquake.

Emergency Plan. The city shall maintain its Emergency Services Ordinance and its Emergency Plan in updated form as recommended by the Area E Office of Emergency Planning and in harmony with county, state, and federal emergency planning doctrine.

Earthquake Contingency Planning. Within the framework of the Emergency Plan, the city will continue contingency planning and training for earthquake occurrences. Among other aspects of preparedness planning, the city should arrange for one or more one-stop disaster assistance centers to be set up in Norwalk, including Spanish-speaking personnel where needed. A significant source of guidance for earthquake response planning is expected to be available through the Earthquake Response Planning Project







for Los Angeles and Orange Counties, currently being conducted by the state Office of Emergency Services. The Los Angeles County and Cities Disaster and Civil Defense Commission is serving in a liaison role for the cities concerning this project. Also, the city should coordinate its emergency planning with Metropolitan State Hospital in order to assist in any problems which might occur there as well as to arrange for the use of resources which exist there and may be of assistance to the surrounding community.

Recovery Planning. As part of the disaster preparedness program, provision should be made for the immediate assignment, following an earthquake, of a recovery planning team utilizing planning, engineering, and building and safety personnel. As distinguished from emergency operations which are concerned with controlling the immediate effects of the earthquake, this recovery planning team will be concerned with providing early guidance for the longer-term process of relocation and rebuilding of damaged areas so that deficiencies in the past pattern and standards of development are not unnecessarily repeated.

### Legislation

The city will give appropriate support to the following types of legislation:

Seismic Safety Legislation in General. Legislation on the state and federal levels which upgrades the concern for seismic safety and assists localities in resolving seismic safety problems. (The recommendations of such organizations as the California Legislature's Joint Committee on Seismic Safety, the Structural Engineers Association of California, and the Association of Engineering Geologists can be of assistance in evaluating such legislation.)

Earthquake Insurance. Legislation to amend the California Standard Dwelling Fire Insurance Policy to include earthquake coverage. (This is Recommendation III of the earthquake Task Force "E" report to the Los Angeles County Board of Supervisors, March 1972. Such a step should overcome a number of obstacles to widespread use of earthquake insurance on dwellings, both homeowner and lender would be protected, the risk would be extended state-wide, and the costs of earthquake insurance should be reduced below currently prevailing rates.)







National Disaster Insurance Program. Legislation for a comprehensive national disaster insurance program which includes earthquake insurance.







## RELATIONSHIPS TO OTHER ELEMENTS OF THE GENERAL PLAN

In addition to establishing seismic safety goals, policies, and program guidelines, an essential function of the Seismic Safety Element concerns its interrelationship with each of the other elements of the General Plan. True comprehensiveness of the plan demands that the influence of each element on the others be fully recognized. Under the current general plan revision program, the Norwalk General Plan is to consist of ten elements. As these elements are prepared, the specific objectives and insights of the Seismic Safety Element shall be fully brought to bear as an integral part of the larger planning goals and objectives for the community to be expressed by the General Plan.

The primary relationships and particular points to consider in connection with each of the nine elements other than the Seismic Safety Element are indicated in the following paragraphs.

### Land Use Element

Location, site planning, occupancy limitations and facility designs associated with each land use should be determined in part on the basis of geologic/seismic considerations.

Studies to date reveal no widespread geotechnical differences over the city as a whole, with the possible exception that liquefaction conditions are more likely present in the southerly portion of the city. For this reason, land use planning should consider the desirability of guiding intensive land uses--community and regional shopping centers, industry, multi-family housing, places of public assembly, etc.--away from the southerly portion of the city. If, in the future, site-specific geologic and soils investigations reveal that all or certain portions of the southerly part of the city are free from liquefaction potential, then this consideration in land use planning could be relaxed.

The table on page 4 provides a further distinction among land uses according to risk categories. For any proposed high occupancy or critical land uses, liquefaction tests should be required, unless the area involved previously has been shown to be free of liquefaction potential. In addition, all other development proposals at least should consider the liquefaction possibility and the desirability of obtaining liquefaction tests before proceeding.







The table of risk categories also suggests the occupancy levels and considerations of critical factors for which added construction costs are justified in order to achieve added levels of safety as defined by the earthquake performance objective given for each category.

Circulation Element  
(Transportation)

The street and highway system should be designed to provide for access to all areas and for emergency traffic movement following an earthquake, in spite of earthquake damage.

Following an earthquake, freeways necessarily may be out of service for a time in order to make inspections and repairs. Therefore, surface highways should be planned and maintained as "through routes" to the maximum extent possible in order to serve as alternate routes for regional traffic movements. These efforts should be coordinated with neighboring cities.

The placement of utilities within arterial streets should consider the need to maintain traffic flow at the same time that extensive utility repairs may be required.

The need for multiple and alternate avenues of emergency ingress and egress for each area of the city should be considered in connection with any proposed changes in the circulation plan.

Circulation Element  
(Utilities)

Utility systems should be designed to continue to function or to be quickly restored to service following an earthquake.

Both earthquake-resistant design and redundancy should be built into utility systems.

In the water system, additional emergency connections with adjacent systems should be sought, as well as a maximum degree of networking or looping of distribution lines. Consideration should be given to providing reservoirs at dispersed locations.

Communication systems--both telephone and radio--should be designed to remain functional in an earthquake.

Alternate and emergency power supplies should be available to critical facilities.







All utility organizations should maintain capability for making rapid repairs under emergency conditions, with an appropriate system for assigning priorities to repair jobs.

Housing Element

Housing should be designed and maintained to avoid loss of life and injuries in a major earthquake, although some property damage may be acceptable. Home insurance should include earthquake coverage.

Building and housing code standards should include reasonable earthquake resistive features. All dwellings should be safe from collapse.

Relocation housing should be recognized as a probable need following a major earthquake, to provide for those residents whose homes are made temporarily uninhabitable or are damaged to the extent that repairs are not economically feasible.

Open Space Element

Areas of unstable soil conditions or potential ground rupture, if any, should be reserved as open space.

Particular areas of unstable soil or possible ground rupture may be revealed through future geologic/soils investigations or as the result of earthquake activity. Whenever discovered, such areas should be carefully defined and determinations made as to necessary limitations upon use and occupancy in order to avoid creating undue hazards. In some cases, designation as open space may be the most appropriate solution.

Conservation Element

No significant relationship.

Noise Element

No significant relationship.

Scenic Highway Element

No significant relationship.

Safety Element

Seismic safety should be viewed as one aspect of a total, coordinated safety program.







Other safety standards, such as for fire protection, emergency egress from buildings, etc., should be evaluated for their adequacy in an earthquake situation.

Seismic safety matters should be included in safety inspections made for other purposes such as fire prevention inspections, building code enforcement, or industrial safety inspections (Cal-OSHA program).

Earthquake events should be viewed simply as one type of contingency to be provided for within an overall disaster planning framework.

The Seismic Safety Element eventually should be made a part of the Safety Element of the General Plan rather than maintained as a separate element.

#### Redevelopment Element

The redevelopment process offers one method for accomplishing seismic safety.

In considering the establishment of redevelopment project areas, the existence of seismically unsafe structures and conditions should be considered as an element of blight to be eliminated or corrected.

Seismic safety standards should be fully recognized in new construction in redevelopment project areas.

In the event that a concentrated area of damage is created as a result of an earthquake, the redevelopment process could be considered as one means for rebuilding the area to appropriate uses.

ADOPTED BY CITY COUNCIL RESOLUTION NO 2686, 9-23-74.







FINAL ENVIRONMENTAL IMPACT REPORT







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## INTRODUCTION

This report is designed to fulfill the requirements of the California Environmental Quality Act (CEQA) which calls for Environmental Impact Reports (EIR) for general plans and/or their elements. The purpose of this EIR is to aid the Norwalk City Council and Planning Commission in making decisions regarding the adoption of a long-range General Plan for the City. In contrast, the state guidelines for content of an EIR are generally directed toward specific projects at a level of detail far greater than that of a general plan. Recent amendments to the CEQA allow for a general plan EIR to focus on secondary effects rather than attempt to attain a level of specificity. Consequently, this EIR will provide a generalized overall analysis of potential environmental impact as a result of the adoption and implementation of the General Plan. It is proposed that supplementary detailed EIR's be required at later stages of the implementation of the General Plan; i.e., the revision of the zoning ordinance, initiation of specific projects. This EIR is not intended to be used as a justification for a categorical exemption and/or a negative declaration for any project undertaken within the parameters of the General Plan because the generalized approach taken is not a sufficient replacement for the specific environmental review inherent in the impact analysis procedure.

This Environmental Impact Report will center on the specific impact resulting from the adoption and implementation of the four General Plan elements recently prepared by Wilsey and Ham, consultants to the City of Norwalk; these four elements are:

- Land Use Element
- Housing Element
- Noise Element
- Redevelopment Element

This EIR will deal with the impact of these four elements on both the natural and man-made aspects of the surrounding environment.







## DESCRIPTION OF THE PROJECT

### Location

The City of Norwalk contains an area of approximately 10.5 square miles and is located in the southeast portion of Los Angeles County (as shown in Figure 1). The City has common boundaries with the communities of Santa Fe Springs on the north and east, Cerritos and Artesia on the south, Bellflower on the west, and Downey on the north and west.

### Purpose

The City of Norwalk adopted a general plan in 1961; this plan included the following elements: land use, circulation, schools/parks/recreation, public facilities, and aesthetics. The land use map has been revised and updated several times since its initial adoption. The General Plan was amended in 1973 to include three new elements -- Open Space, Conservation, and Scenic Highways; and in 1974 to include the Seismic Safety Element. The current project is a further amendment of the General Plan; it consists of three new elements -- Housing, Noise, and Redevelopment -- and the revision of the Land Use Element. In addition, the Public Safety Element has been prepared by the staff.

This amendment to the General Plan is required by Section 65302 of the Government Code which directs that cities must have a general plan containing specific elements. More importantly, however, this amendment will strengthen the City's existing General Plan. The General Plan is the key instrument of the local planning process in the State of California. It is a statement of intent regarding development needed to achieve social, economic, and environmental goals and objectives. The General Plan is a guide for conservation, growth, and change which includes short-range, intermediate-range, and long-range proposals and policies.

### Major Plan Recommendations

The proposals and policies of each of the four elements constituting the General Plan amendment are designed to achieve community goals. It is the implementation of these recommended proposals and policies which will have significant impact on the environment of the City of Norwalk. These recommendations, therefore, are outlined, by element, in a generalized manner below.

**Land Use Element:** Generally, the recommended Land Use Plan continues the City's physical development in a manner outlined by the existing Land Use Plan. Those changes which are recommended









REGIONAL MAP







reflect the increasingly strong orientation of professional/office type activities in the community and the need to insure that the Plan accentuates the positive aspects of existing development in the City. Specifically, the following changes are recommended:

- additional professional/office acreage at the Imperial Highway/Bloomfield Avenue intersection.
- increase in both low and high density residential uses within the core area.
- reduction in the amount of land planned for industrial usage along the Southern Pacific Railroad right-of-way.
- conversion of agricultural land in the southeastern corner of the City to industrial uses.
- reorganization of residential areas along Pioneer Boulevard.
- increase in high density residential uses south of Excelsior between Studebaker and Graystone Avenues and between the San Gabriel River Freeway (I-605) and the Los Angeles County Flood Control property.
- minor adjustments on scattered sites throughout the City to reflect the positive aspects of existing development.

Housing Element: The Housing Element represents a two-pronged attack on the problems and needs of housing in Norwalk. One set of recommended policies deals with the increased production of new, decent housing to lessen the adverse effect of the current "tight" housing market; the other set of recommended policies concentrates on the improvement of the quality of existing housing within the community. Specific recommendations include:

- use of community development block grant funds to acquire and assemble real property, thus creating additional land for housing development.
- encouragement of the construction of multiple-family units.
- conversion of suitable publicly-owned land into housing sites.
- development of a housing code and implementation of a code enforcement program.
- use of community development block grant funds to assist in the rehabilitation of existing housing in specific neighborhoods (Carmenita area, south of Excelsior between Pioneer and Norwalk, Central city, west of the San Gabriel River Freeway and north of Leffingwell Road).
- prevention of the intrusion of incompatible land uses and environmental hazards into residential areas.







- provision of adequate open space within residential areas.

Noise Element: The Noise Element recommends a variety of strategies and programs to alleviate, or at least lessen, noise pollution within the City of Norwalk. Specific recommendations include:

- development of a noise ordinance prohibiting unnecessary, excessive, and annoying noise in residential areas. Specific noise zones should be designated and noise standards for each zone should be established.
- construction standards for noise reduction, such as requirements for sound proofing, landscaping, and the provision of noise buffers.
- City purchase of less noisy equipment.
- discouragement of public and private actions which may increase the noise level in the City beyond acceptable levels.
- requirement of developers of residential property in "Discretionary-Normally Unacceptable" noise zones (by HUD standards) to present plans for dealing with the noise impact, such as wall and window acoustical treatment and additional building setbacks.
- encouragement of the use of noise mitigating measures in existing residential areas which are located in "Clearly Unacceptable" or "Normally Unacceptable" noise zones.

Redevelopment Element: The Redevelopment Element outlines a simplified action program which identifies priority areas for redevelopment action. Priority Area 1 includes major non-residential blighted areas and the majority of new development with tax-increment potential for the City. Remaining areas are of lesser concern and should be considered for possible redevelopment action at a later time.

It should be noted that a comprehensive redevelopment plan for the City of Norwalk is being prepared. Supplementing this redevelopment plan will be a specific EIR for the redevelopment project area. As a consequence, the General Plan EIR will not detail the anticipated impact of the implementation of the Redevelopment Element.







## EXISTING ENVIRONMENTAL SETTING

### The Natural Environment

**Topographic Conditions:** Elevations within the City of Norwalk range from 65 feet above sea level in the southern portion to 120 feet above sea level in the northern portion. Generally, the City can be characterized by the lack of substantial topographic variations; the terrain slopes gently to the south with only slight deflections to the southwest and southeast.

**Geologic and Soil Conditions:** The City of Norwalk is located in the northeastern portion of the Coast Plain where sedimentary and volcanic rocks in the subsurface attain great thickness. These deposits are composed mainly of volcanic and marine and non-marine sedimentary rocks underlying a basement complex of granite and metamorphic rocks. Various types of alluvial deposits overlie and surround the sedimentary rocks and form the bulk of the Coast Plain. These deposits attain thicknesses of about 1000 feet consisting primarily of marine and non-marine sands and silts.

The upper 5 to 10 feet of surface materials in the City vary little, consisting of uniform sand underlain by poorly sorted sand, clay, and silt; although the soil density may vary within the City, it is generally of medium density.<sup>1</sup>

**Seismic Conditions:** The City of Norwalk is located within that portion of southern California characterized by active faults and structural zones and historically destructive earthquakes. A study of seismicity reveals that an earthquake of 6.5 Richter magnitude or larger can be expected to occur within a 50 mile radius of the City approximately once every 46 years. The Newport-Inglewood structural zone, located at a distance of approximately seven miles from the City, is considered to be capable of producing earthquakes in the 6.5 magnitude range, producing severe ground shaking in the City. Other faults, i.e., Whittier, Sierre Madre, Raymond, San Fernando, and Santa Monica, are also capable of producing earthquakes of this magnitude, but would generate less severe ground shaking because of their greater distance from the City. The Norwalk fault, although passing through the southern portion of the City, has a very low

<sup>1</sup>Draft Seismic Safety Study for the City of Norwalk, FUGRO, Inc. and Eugene D. Wheeler and Associates, 1974.







likelihood of producing damaging earthquakes because of its lack of seismic activity. The San Andreas-San Jacinto fault system, located at a distance of approximately 60 miles from the City, is considered capable of 7.0 to 8.3 magnitude events which might produce light to moderate shaking.

Ground shaking is considered the most important seismic hazard to the City. Ground failure due to liquefaction is a potential hazard in the southeastern portion of the City. This seismic hazard results from the pressure of perched water in sandy, silty material within 20 feet of the ground surface and is expected to decrease in the future as agricultural lands become more urbanized. Because of its relatively flat terrain, the City will not be affected by seismically-caused landslides, rockfalls, or avalanches. Other types of ground failure associated with strong ground shaking, such as settlement, are also not considered hazards within the City.<sup>2</sup>

Hydrologic Conditions: The City lies on the Coast Plain which has numerous groundwater basins; the water is found both perched and in shallow-to-deep aquifers. These aquifers consist of semi- to moderately-consolidated sand, gravel, and silt and occur at depths between 50 and 1,000 feet beneath the land surface.

Perched water results where a smaller water-bearing unit is separated from the underlying main groundwater body by impermeable or unsaturated layers, and usually extends over a relatively small area. Perched water is present in sandy deposits within 20 feet of the ground surface in the southeastern portion of the City. Upon urbanization of this area, the perched water levels are expected to dry out or lower considerably.

Climatic Condition: The climate of the City is Mediterranean in nature, being moderated by Santa Ana conditions. The annual average low temperature is 55.3°; the average high temperature is 74.3°. The average rainfall for this area is approximately 14" per year. The average annual wind speed is 6 mph from a westerly direction. (National Weather Service readings are for the Los Angeles Civic Center).

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<sup>2</sup>Ibid.

<sup>3</sup>Ibid.







Air Quality: The City of Norwalk is located within the Los Angeles County Air Pollution Control District and is monitored by the Southeast Area Monitoring Station in Whittier (Station 80). During 1973, the annual average contaminant levels within the Southeast Area Monitoring Zone exceeded the State Air Quality Standards for public health in the following manner:

<u>Contaminant</u>	<u>State Standard</u>	<u>Number of Days State Standard Exceeded</u>
Photochemical Smog	0.10 ppm/hr.	71
Carbon Monoxide	40 ppm/hr.	0
	10 ppm/12 hrs.	28
Nitrogen Dioxide	0.25 ppm/hr.	15

Source: Los Angeles County Air Pollution Control District, 1973 Air Quality Summary.

The Los Angeles County Air Pollution Control District established an air pollution alert system in 1955. Its purpose is to aid in the prevention of excessive atmospheric pollution. An alert is called whenever the concentration of any contaminant is verified to have reached an alert level at any one of the twelve air monitoring stations. Alerts are divided into three categories:

First Alert: Close approach to maximum allowable concentration for the population at large, a point where preventive action is required.

Second Alert: Air contamination level at which a serious health menace exists in a preliminary state.

Third Alert: Air contamination level at which a dangerous health menace exists.

When an alert is called, it applies to the whole basin in which the minimum concentration for an alert is attained.

Norwalk is within the southeast smog forecasting area and its air quality is monitored by Station 80. During 1973, 11 days of stage 1 alert levels were reached at Station 80. All of these alerts were due to Photochemical Oxidants (ozone).







No 2nd or 3rd stage ozone alerts and no alerts caused by other air pollutants were reached at Station 80 during 1973. When compared with the entire Los Angeles Basin, the air quality of the southeast area can be considered quite good. For instance, 79 stage 1 and 4 stage 2 ozone alert days and 17 stage 1 carbon monoxide alert days were recorded by the APCD for the entire Los Angeles Basin in 1973.

**Wildlife and Vegetation:** Most of the City is now urbanized and is not the habitat for any rare or endangered species. The residential neighborhoods exhibit cultivated trees, grasses and shrubbery, as well as a variety of domestic animals; native forms of vegetation have been eliminated through the piecemeal transition of the area to urban uses. A limited amount of agricultural activity is carried on in the southeastern portion of the City.

#### The Man-Made Environment

**Population:** It has been estimated that the Norwalk city population, as of June 1, 1974, was 92,176. Population growth has been minimal in recent years; the 1974 estimate reflects an annual increase of only 32 persons since 1970.

The population of Norwalk is quite youthful; 43.2% of the 1970 population was 18 years of age or younger. In comparison, only 1/3 of the Los Angeles County population is 18 years of age or younger. Conversely, only 3.6% of the Norwalk population is 65 years of age or older, whereas the elderly population comprises almost 10% of the County population.

The City of Norwalk population is basically a white population; only .4% of the population is black, as compared with a County-wide figure of 10.8%. On the other hand, however, Norwalk is witnessing a growing Mexican-American population. In 1970, 27% of the City population had a Spanish surname; the County figure was 18%. The Coldwell Banker Management Corporation has noted that this ethnic group will constitute the major housing consumer group in the future as Mexican-American families continue to move from the East Los Angeles area into Norwalk.

At the time of the 1970 Census, the median family income in the City of Norwalk was \$10,878, an increase of almost \$3,900 between 1960 and 1970. While the family median income was rising, however, a relatively large percentage of the population still had low annual incomes. Almost one-sixth (14%) of all the families in the City earned less than \$6,000 in 1970. Even more critical were those families earning below the poverty level (\$3,743 per year







per family of four); in 1970, 6% of the families in the City fell into that category.

Land Use: Norwalk is predominately a "bedroom" community; residential land uses comprise 40% of the total land area within the City. It has been estimated that as of June 1974, there were 25,463 housing units in Norwalk; 85% of that total housing stock was single-family homes, while the remaining 15% were multiple-family units. Since 1960, only 19% of the new housing units constructed have been single-family homes, reflecting a nationwide trend toward greater reliance on multiple-family units to house the population. In comparing housing characteristics with neighboring communities, Norwalk can be characterized as a community of lower housing values, higher rents, a "tighter" market, and comparable housing conditions.

Commercial land uses comprise about 6% of the City land area. Much of the commercial activity stretches the length of Firestone Boulevard from the San Gabriel River Freeway (I-605) to Rosecrans Avenue. That area within the Firestone commercial strip and east of Pioneer Boulevard constitutes the original "downtown" area of the City; because of the age of the commercial structures in this area, considerable deterioration is evident. The rest of the commercial activities tend to be clustered into relatively new community and neighborhood shopping centers. Two of the largest, and most successful, community shopping clusters in Norwalk are Norwalk Square, at the intersection of Rosecrans and Pioneer, and Paddison Square, at the intersection of Imperial Highway and Norwalk Boulevard.

Approximately 1% of the City's land area is devoted to industrial activities. The industrial activity is light and non-polluting in nature and is located adjacent to the Southern Pacific Railroad right-of-way and on the eastern periphery of the City. Another 1% of the City's land area is devoted to agriculture.

It should be noted that there is very little developable land that is currently vacant. While a number of small vacant lots are scattered throughout the residential areas, few parcels of sufficient size are available for large scale development.

Circulation: Imperial Highway, one of the major east-west arterials within the City, is currently "at-capacity"; in other words, current traffic volumes equal the designed capacity of the arterial. The significance of this fact is that any future development along or in close proximity to Imperial Highway, will







increase volumes beyond capacity. The result will be increased traffic congestion and longer travel times. Increasing the arterial's capacity, by means of street widening, will be difficult because of the limited right-of-way width.

Most of the major arterials are currently operating at "below-capacity"; further development, however, may have considerable impact on the operating status of these streets. Therefore, street improvements may be required to go hand-in-hand with any land development planned within the community.

Additionally, there are a number of other circulation problems within the City; they include:

- 1) Bloomfield Avenue and the Santa Ana Freeway -- the southbound traffic on Bloomfield must cross the traffic on the northbound Santa Ana Freeway access route; this situation creates serious congestion during peak hour travel times.
- 2) Rosecrans Avenue and the Santa Ana Freeway -- there is no easy access to enter the southbound freeway lanes for traffic travelling west along Rosecrans.
- 3) Bloomfield Avenue and Imperial Highway -- there is a lack of much-needed left-turn signals at this intersection. With the proposed and anticipated development in the vicinity of this intersection, this problem will only worsen without improvements.
- 4) Pioneer Boulevard and Imperial Highway -- Most of the traffic exiting from the Freeway at this intersection turns left onto Imperial. There are, however, only two left-turn lanes to permit such movement, simply not enough to meet the demand.
- 5) San Antonio Drive -- the on-street parking is inadequate for the demand created by the commercial strip along San Antonio. In addition, the on-street parking that is permitted limits the capacity of the arterial and inhibits the smooth flow of traffic.
- 6) Front street -- diagonal on-street parking is permitted between San Antonio and Funston; this creates a dangerous situation and inhibits the smooth flow of traffic along Front Street.
- 7) Norwalk Boulevard -- on-street parking between the Santa Ana Freeway and Imperial Highway limits the capacity of the arterial and inhibits the smooth flow of traffic.

It is implied from what has been said that off-street parking is deficient within strategic commercial areas. Shoppers are forced to park on the street, thereby creating increased traffic congestion and reduced traffic capacities.







## ENVIRONMENTAL IMPACT ANALYSIS

### Impact on the Natural Environment

**Topographic Conditions:** Because of the lack of extreme topographic variations in the City of Norwalk, little or no modification of the topography will be required to accommodate any of the proposals included in the General Plan. Any guiding action that may occur will be subject to precise review and implementation of necessary mitigating measures.

**Geologic and Soil Conditions:** Perched water is present within 20 feet of the ground surface in the southeastern portion of the City. Much of this area, currently vacant or devoted to agricultural use, is to be industrially developed according to the General Plan. The soil conditions, due to the presence of the perched water, may make development more difficult; special construction methods, such as footing and foundation requirements, however, will alleviate most building difficulties encountered. It is actually believed that development will lower the perched water levels, reducing any future construction difficulties.

**Seismic Conditions:** Norwalk is located in an area characterized by active faults and historically destructive earthquakes. Ground shaking is considered the most important seismic hazard to the City. Damage due to such ground shaking would be expected to be moderate to total in those structures constructed prior to 1933, the date of the adoption of the Building Code. Most of the older structures in the community are located in the Front Street area. The Redevelopment Element addresses this area and recommends the rehabilitation of some of these older structures and the redevelopment of the rest of the area with structures developed in accordance with current City engineering standards and the building code. Implementation of the recommendations of the General Plan, therefore, would generally reduce the threat of property damage and loss of life due to major seismic activity. It should be noted, however, that rehabilitation and/or redevelopment of any area susceptible to seismic activity increases the financial risks involved-- loss of a renovated or new structure is more costly than the destruction of an older, deteriorating structure.

Ground failure due to liquefaction is a potential seismic hazard in the southeastern corner of the City where industrial development is proposed by the General Plan. However, as this development does occur in the area, the perched water level will lower, reducing the threat of liquefaction. In addition, the Seismic Safety Element recommends liquefaction potential tests for major developments south of Rosecrans.







**Water Supply and Quality:** The domestic water supply of the City is provided primarily by a system of underground wells. Although the water supply is sufficient for a considerably enlarged population, further development will have the effect of reducing that supply, as well as the percolation features of the soil.

There is an extensive man-made system which handles drainage and sewage disposal; any further development will be accommodated by this existing system. Consequently, there will be little or no negative impact on the quality of the City's groundwater supply due to a load overflow.

**Climatic Conditions:** The implementation of the General Plan will have a negligible effect on the climate of either the City of Norwalk or the Los Angeles Air Basin. Any additional development will have little or no effect on ground level temperatures in the local environment due to the already existing extent of development.

**Air Quality:** Air pollution results from the emission of contaminants from both mobile (vehicle) and fixed sources. Implementation of the General Plan will create increased contaminant emissions from mobile sources only. Those General Plan recommendations which will have the greatest impact on contaminant emissions from mobile sources are:

- 1) Additional office development at the Imperial Highway/Bloomfield Avenue intersection. A considerable increase in the number of employees within Norwalk will result because of the development of this complex, thus creating increased vehicle travel in the City.
- 2) Transition to higher density residential development in the core area. Although the number of trips generated per residential unit decreases within higher density development, the higher densities simply create more dwelling units, and thus, more generators of vehicle trips.
- 3) Transition from agricultural to industrial use in the southeastern corner of the City. Despite the fact that it is anticipated that the industrial development will be light and non-polluting in nature, City traffic will increase as a result of the employee and industrial-related traffic generated.

**Wildlife/Vegetation:** As there are no rare or endangered species of wildlife or vegetation within the City, there is no possibility of significant adverse impact resulting from the implementa-







tion of the General Plan. The industrial development of agricultural land will, however, result in the removal of some natural vegetation. The recommendations of the Redevelopment Element provide an opportunity for the City to initiate a landscaping program, thereby substantially increasing the amount of vegetation in particular areas of the community.

#### Impact on the Man-Made Environment

**Population Growth:** The General Plan does not call for a significant increase in the amount of land to be devoted to residential uses. The General Plan does, however, reorganize the land devoted to residential uses. The result is a transition, in certain areas of the City, from lower to higher density development. At the same time, the implementation of the Redevelopment Element will likely result in the demolition of some existing, but dilapidated, housing units. Taking into account both the increase in housing units due to the isolated transition to higher density development and the decrease in units due to limited demolitions, the implementation of the General Plan will result in only a limited population growth.

**Land Use Changes:** The Land Use Element of the General Plan specifies five primary land use categories; they are:

- residential (low and high density)
- commercial
- office/professional
- industrial
- public/semi-public

As was previously mentioned, the General Plan does not call for a significant increase in the amount of land to be devoted to residential uses; rather, the Plan reorganizes the residential uses to improve the existing situation. Low density neighborhoods transitioning to higher density development are designated by the General Plan as high density areas, thus eliminating, or at least reducing, the conflict of different residential uses.

The amount and location of commercial uses according to the General Plan differs little from the existing land use pattern. The Redevelopment Element, however, calls for considerable rehabilitation, and some redevelopment, of the deteriorating commercial development within the Firestone Boulevard corridor, and particularly in the Front Street area.







Economic studies indicate a bright future for Norwalk as an office/professional center. Consequently, the Land Use Element designates considerable areas in the vicinity of the intersection of Imperial Highway and Bloomfield Avenue for future office development; this area is either presently vacant, part of the State Metropolitan Hospital, or utilized by the City as its corporation yards.

Perhaps the most significant land use change in the General Plan is the conversion of agricultural and vacant land in the southeastern corner of the City to industrial activity. Depending upon the specific nature and design of the industrial activity, certain land use conflicts may be created between the industrial areas and surrounding residential neighborhoods. The General Plan does not specify the use of any particular buffering method. The development plans of the specific industrial operations should, however, include detailed considerations of ways to reduce the potential conflict of incompatible land uses.

The Land Use Element calls for the preservation of existing park land and the creation of additional neighborhood and community parks. The effect of these proposed actions is to preserve and protect existing valuable park land and to promote the development of additional open space land before it is lost to development. This provision of increased amounts of open space will take on added importance with the higher density residential development proposed by the General Plan for specific areas of the community.

Housing Conditions: The Housing Element's Plan for Housing presents recommendations to relieve the undesirable "tight" housing market and to improve the existing housing stock. Implementation of these recommendations will result in the new development of new housing units to meet present and future housing demands and the removal of some deteriorating units beyond rehabilitation, but presently utilized, from the housing stock. In addition, the development and implementation of a recommended housing code enforcement program will revitalize many of the existing residential units and neighborhoods. The danger of any code enforcement program, however, is that it can prove a financial burden, rather than a benefit, to low-income homeowners and renters. Investing a limited income on home improvements would be at the expense of other equally important family budget items. Code enforcement can also have the adverse result of raising rents in revitalized areas, thereby pricing the poor out of the housing market. The Housing Element attempts to alleviate these adverse impacts by suggesting that the City utilize Community Development block grant funds to compensate the individual homeowner and/or







landlord for the improvements made.

Traffic: Additional traffic within the City will result mainly from the implementation of three General Plan recommendations.

- 1) Additional office development at the Imperial Highway/ Bloomfield Avenue intersection. Much of the traffic generated by this development will travel along Imperial Highway to and from the offices. Imperial Highway is already in an "at capacity" status; the increased traffic on Imperial Highway will simply create further congestion and longer travel times. Increasing the capacity of this arterial is difficult, unfortunately, because of the limited right-of-way width.
- 2) Transition to higher density residential development in the core area. As was mentioned previously, although the number of trips generated per residential unit decreases with higher density development, the higher densities simply create more dwelling units, and thus, more generators of trips. Most of the streets in the residential core area were designed many years ago to accommodate low-density residentially-generated traffic. The increased traffic anticipated in this area will increase volumes beyond the street capacities; the result, as on Imperial Highway, will be traffic congestion.
- 3) Transition from agricultural to industrial use in the southeastern corner of the City. The employee and industrially-related traffic generated will increase the current traffic volumes along such major arterials as Rosecrans, Carmenita, Excelsior, Shoemaker, and Alondra. Improvements to these streets will likely be required to accommodate this additional traffic.

Noise: Traffic is the most significant noise source in the City. Traffic-generated noise is likely to increase in the future as a result of the anticipated increase in traffic due to further development and redevelopment in Norwalk. Of particular concern are those noise-sensitive uses, such as housing, adjacent or in close proximity to the major traffic arterials. The Noise Element of the General Plan recommends that the City make use of mitigating measures to protect the existing neighborhoods from these noise level increases. Specifically, the Noise Element calls for the implementation of useful noise-reducing construction standards, such as requirements for soundproofing, landscaping, and the provision of noise buffers in these high noise areas. The Noise Element also encourages the City to develop alternative circular-







tion systems, including bicycle and pedestrian pathways, which do not produce high noise levels and the resulting adverse impacts.

Another source of noise conflict is incompatible land uses, particularly residential and industrial. The Land Use Element creates this conflict in the southeastern portion of the City, recommending the redevelopment of currently agricultural land to industrial activities. The Noise Element, however, suggests the development of a noise ordinance prohibiting certain levels of noise in surrounding residential areas. In addition, the above-mentioned mitigating measures are appropriate to reduce the problems resulting from an incompatibility of land uses.

Thus, although some recommendations of the General Plan will likely create increased noise levels, other recommendations will act to lessen, if not eliminate, the impact of these increased noise levels.

Relocation: Implementation of the General Plan may result in the displacement of some businesses and residents. Although the exact nature of the relocation load cannot be currently estimated, the City will be required to provide relocation assistance designed to ameliorate and compensate for the adverse effect of such relocation. Because the housing units and businesses to be removed are substandard, relocation will mean a substantial improvement in the physical environment of the relocatees.

Visual Impact: The Visual impact of the General Plan will be positive; this will be accomplished through code enforcement, rehabilitation, enforcement of development standards, landscaping, sign controls, and the preservation of existing, and the development of additional, park lands.

Employment: There should be a significant increase in employment, mainly as a result of the development of the Imperial Highway/Bloomfield Avenue office complex and the southeast industrial area. In addition, there will be significant increases in the construction labor force as these projects are developed.

Public Facilities: Because of the limited population growth anticipated as a result of the implementation of the General Plan, no additional burden or adverse impact is likely upon the community facilities and services provided by the City of Norwalk, or any other public agency.







## ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED

All known or anticipated environmental effects resulting from the implementation of the General Plan, both beneficial and adverse, have been described in the foregoing section. Below, in summary form, are the unavoidable adverse impacts on the environment of Norwalk.

- The conversion of agricultural land to industrial activities will remove the last remaining open space and natural vegetation, other than in the parks, in the City.
- The proposed office, industrial, and residential developments will generate additional traffic on the City's major arterials, resulting in congestion and increased travel times.
- Increased traffic will create higher air and noise pollution levels.
- The removal of some substandard housing units and businesses will result in the displacement of individuals, families, and business concerns.
- The code enforcement program will create a financial burden for low-income homeowners.







## MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE ENVIRONMENTAL IMPACT

Mitigation measures to reduce the adverse impact on the human and natural environment are among the most important recommendations of the General Plan. The adverse impacts and mitigating measures recommended in the General Plan include:

### Air Pollution

- The City should develop and encourage the use of alternative modes of transportation. This recommendation encompasses improvements to, and expansion of, the Norwalk Transit System and the development of bicycle and pedestrian pathways.

### Traffic Congestion

- The City should develop and encourage the use of alternative modes of transportation.
- The City should explore the means to increase the capacities of existing streets to accommodate anticipated future volumes. This recommendation encompasses street widenings, a computerized traffic signaling system, the provision of turning signals and lanes, a "no-parking" policy along certain major arterials, and the limiting of access to major arterials from adjacent commercial developments.

### Noise Pollution

- The City should develop a noise ordinance reducing the noise levels in residential neighborhoods to acceptable levels.
- The City should encourage the use of soundproofing, landscaping, and the provision of noise buffers in residential areas adjacent, or in close proximity, to noise sources, such as traffic arterials.
- The City should regulate the level of noise emanating from industrial uses.
- Builders developing residential units in particularly high noise level zones should be required by the City to present alternatives for dealing with the adverse noise impact, such as wall and window acoustical treatment and additional building setbacks.







#### Seismic Hazards

- As a part of the rehabilitation/redevelopment of the Front Street area, older deteriorating structures should be removed and replaced by structures developed in accordance with current City engineering standards. By doing so, the threat of property damage or loss of life as a result of seismic activities will be reduced.

#### Burden of Code Enforcement

- The City should utilize Community Development block grant funds to compensate individual homeowners and/or landlords for the housing improvements made.

#### Displacement and Relocation

- The City will be required to provide relocation assistance designed to ameliorate and compensate for any adverse effect of such relocation. This recommendation implies that the City will find housing that is standard, safe, and sanitary and at a price that relocatees can afford.

#### Loss of Open Space

- The City will preserve existing park land and create new parks before the land is lost to development. By doing so, the provision of adequate open space and recreation facilities in the future is insured.

#### Land Use Conflicts

- The City should require that development plans for industrial operations in close proximity to residential neighborhoods include detailed considerations of ways to reduce the adverse impacts of the conflict, including landscaping, screening, and additional setbacks.







## ALTERNATIVES TO THE GENERAL PLAN

Alternatives to the General Plan include:

- No General Plan. This is not a viable alternative; it is presented, however, to illustrate the potential effects if there were no plan for the City of Norwalk. Firstly, the City would not comply with State-mandated requirements and could, therefore, be subject to suit. More importantly, however, without a General Plan the City would lack sufficient control of the growth occurring. Development would tend to intensify the existing problems. There would be no attempt to reduce air and noise pollution, traffic congestion, the negative visual impacts, housing deterioration, and land use incompatibilities. The result of the "No General Plan" alternative would be general environmental deterioration.
- The intent of the Land Use Element of the General Plan is to enhance those qualities of the City that are desirable and to reduce or eliminate those factors which tend to detract from the quality of the City; in other words, the Land Use Element represents little change from the existing land use pattern. Alternatives to the General Plan could, therefore, consist of radical changes to the existing land use pattern. Such alternatives would include:
  - Transition to an Industrial Community -- redevelopment of deteriorating residential neighborhoods to industrial activities, transition of agricultural land to industrial uses, development of industrial-related commercial uses. This alternative would increase employment opportunities and the City's tax base; adverse impacts, however, would include a large relocation load, increased traffic and air and noise pollution, and an undesirable visual environment.
  - Transition to a total "bedroom" Community -- transition of agricultural land to residential uses, redevelopment of commercial areas to residential uses, office and industrial activities held to a minimum. A pleasant residential atmosphere would be created; however, residential property taxes would be raised to maintain the desired level of







services and residents would be forced to travel greater distances to work and shopping.

- Development of Activity Centers in the Norwalk Square and Paddison Square vicinities. This alternative would possibly involve considerable costly redevelopment to allow for the clustering of commercial, office, and high density residential activities. Such an alternative could, however, reduce the traffic within the City and thereby lower the air and noise pollution levels.
- The third set of alternatives could represent modifications to the various elements of the General Plan, such as the removal of the recommendations for a housing code enforcement program, a noise ordinance, or a redevelopment program. These recommendations are, however, integral parts of the General Plan; without these elements, the General Plan lacks strength and the means of reducing many of the environmental problems facing the City.







## THE BALANCE BETWEEN SHORT TERM AND LONG TERM EFFECTS OF THE GENERAL PLAN

It is inevitable that the implementation of the General Plan will create impacts on the City's environment. It is in the short term that the adverse impacts will be most apparent. The displacement of some residents and local merchants may result because of the Plan. The proposed developments will create additional traffic and its consequent higher levels of air and noise pollution. The enforcement of the housing code enforcement program could result in some financial difficulties for a limited number of residents. In the long term, however, the General Plan's more positive effects will be evident. The displacement of residents and merchants will result in their relocation to an improved physical environment. Recommended air and noise pollution abatement strategies will eventually reduce the undesirable short term effects of traffic increases. The preservation of existing park land and the creation of new parks will insure adequate usable open space for the residents of the community in the future. The code enforcement program will, in the long term, insure the equality of the City's housing stock. Rehabilitation and/or redevelopment of deteriorating commercial areas will result in an improved visual environment.







## ANY IRREVERSIBLE OR IRRETRIEVABLE ENVIRONMENTAL CHANGES

The irreversible or irretrievable environmental changes, as a result of the implementation of the General Plan, include:

- the demolition of some existing structures.
- the conversion of agricultural land to industrial uses and thus the removal of open spaces and natural vegetation.
- the continued consumption of limited natural resources.
- the foreclosing of alternative uses of the land for some time in the future.







## THE GROWTH-INDUCING IMPACT OF THE GENERAL PLAN

The General Plan proposes the transition from lower to higher residential densities in specific areas of the community. This is the only population growth-inducing proposal of the General Plan; as has been noted previously, however, only limited population growth is anticipated because of this proposal. In addition, those proposals relating to redevelopment generally emphasize improved shopping areas; any assemblage of land for housing development will create some, but again limited, population growth. It should be noted that because the City is almost completely urbanized, any growth resulting from the General Plan will occur in areas already fully served by public facilities and utilities.







## AGENCIES CONTACTED

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# COUNTY SANITATION DISTRICTS OF LOS ANGELES COUNTY

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JOHN D. PARKHURST  
Chief Engineer and General Manager

November 27, 1974

File: 18-00.04-00/74

City of Norwalk  
Planning Department  
12700 Norwalk Boulevard  
Norwalk, California 90650

Attention: Mr. Robert L. Hunter

Gentlemen:

Re: Draft EIR, General Plan Elements - Redevelopment

The subject EIR has been reviewed with regard to possible effects on County Sanitation Districts' (CSD) facilities. The information provided was necessarily general and did not allow detailed calculation of project impacts. However, the General Plan is not expected to significantly affect the quantity of sewage flows tributary to CSD facilities.

The County Sanitation Districts have no objection to the proposed General Plan.

Very truly yours,

John D. Parkhurst  
Chief Engineer and  
General Manager

by

*Max Augustus*  
Max Augustus  
Section Head  
Planning Section

JDP/MA/gr









## RESPONSE TO COMMENTS

Only two written comments were received in response to the Draft Environmental Impact Report and neither comment required response.



